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Job Displacement and the Rural Worker

Michael Podgursky

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Introduction

In the 1970s, rural areas enjoyed economic growth and vitality. Structural change and economic dislocation, however, have been the dominant economic forces in rural life in the 1980s. Over the last few decades, the rural economy has become more dependent on manufacturing and services, and less dependent on natural resource-based industries such as agriculture and mining (U.S. Department of Agriculture, 1987). As a result, rural workers have become more vulnerable to the recent rapid shifts in trade and technology that have led to widespread job loss during both expansion and recession years in the 1980s. A wealth of research has shown that many workers suffer large economic losses as a result of displacement (Mishel and Podgursky, 1988; Ruhm, 1987).[1] This report examines the extent of permanent job loss in rural areas and the associated economic losses (particularly long periods of joblessness and the shift to lower paying jobs).

Rural workers have become more vulnerable to the recent rapid shifts in trade and technology that have led to widespread job loss....Many workers suffer large economic losses as a result of displacement.

Why should we expect a different rural experience? Any individual job seeker will fare better if he or she has more potential employers to contact. Since the pool of potential employers is larger in an urban labor market, a laid off urban job seeker should fare better than an equivalent rural worker. Moreover, the benefit of a large urban labor market may be even greater in a *mass layoff* situation. A mass layoff in a small labor market will put large numbers of displaced workers in competition with one another for whatever vacancies exist. This "congestion effect" will be smaller and perhaps negligible in a large urban market with a large volume of continuous labor turnover.

Earnings and employment prospects for rural workers have diminished in the 1980s....Displaced rural workers can be expected to experience more labor market difficulties than similar urban workers.

Structural employment problems in rural labor markets provide another reason to expect that rural displaced workers would fare worse than urban workers following displacement. Various studies suggest that earnings and employment prospects for rural workers have diminished in the 1980s. If so, then displaced rural workers can be expected to experience more labor market difficulties than similar urban workers. McGranahan (1988) and Bloomquist (1988), for example, show that manufacturing industries which concentrate in rural areas tend to involve low-skill production jobs while more skilled "complex" manufacturing gravitates toward urban areas. McGranahan identifies this as a source of rural difficulties since employment has declined in the type of production industries and jobs which tend to locate in rural areas.

Majchrowicz and Ghelfi (1988) document another problem in rural areas: rural employment and earnings growth has lagged behind employment and earnings growth in metropolitan areas. For example, earnings per worker in rural areas grew nearly one percent slower per year than annual inflation from 1979 to 1986. Thus, the purchasing power of rural wages has dropped seven percent in recent years. This erosion of rural workers' earning power has occurred in each area of the country and in almost every industry sector, including services. In contrast, earnings growth in metropolitan areas matched inflation.

> ***Rural workers have been more likely to lose their jobs than urban workers.... [and] the personal economic losses of rural workers following displacement are significantly larger than those of urban workers.***

An analysis of the available data confirms that rural workers displaced from their jobs have had a more difficult adjustment experience:

- Rural workers have been more likely to lose their jobs than urban workers. Between 1981 and 1984 approximately 6.3 million workers were displaced from full-time wage and salary jobs. Of these, 1.6 million, or 26 percent, resided in rural (nonmetropolitan) areas, higher than the rural share of total employment (21 percent).

- The personal economic losses of rural workers following displacement are significantly larger than those of urban workers. Rural workers were reemployed in jobs paying 12 percent less than they were being paid in their former jobs, a loss double that of displaced workers in large urban areas. Even after adjusting for differences in worker characteristics, displaced rural workers experienced earnings reductions much larger than comparable urban workers. In addition, rural displaced workers are also more likely to lose health insurance coverage following displacement.

> ***Rural workers also experience greater joblessness following displacement. Rural [displaced] workers...were out of work for 24 weeks while workers displaced in large urban areas were without work for 16 weeks.***

- Rural workers also experience greater joblessness following displacement. Rural workers displaced between 1981 and 1984 were out of work for 24 weeks while workers displaced in large urban areas were without work for 16 weeks. A statistical analysis shows that rural workers are jobless from 2 to 43 percent longer than comparable workers in urban markets.

- Rural displaced workers tend to have less formal education than do urban displaced workers. Rural displaced workers include relatively fewer women, blacks, or Hispanics.

The Displaced Worker Survey

This report examines the adjustment experience of urban and rural displaced workers using the Bureau of Labor Statistics' Displaced Worker Survey (January 1986). This survey was specifically designed to identify workers who were permanently displaced from jobs due to plant shutdowns or other permanent layoffs.[2] For this study, the focus is on workers between the ages of 20 and 61 in January 1986 who lost full-time jobs between 1981 and 1984. An "urban" worker is defined as a worker who resides in a Metropolitan Statistical Area (MSA), as designated by the Census Bureau. MSAs range in size from 50,000 up to several million, and may include two or more cities and surrounding suburbs and communities. A "rural" worker is a worker who does not reside in an MSA. In this report "rural" and "nonmetropolitan" are used interchangeably. Details regarding the Displaced Worker Survey (DWS) and sampling procedures utilized are provided in the appendix to this report.

Permanent job loss due to plant closings and mass layoffs has been proportionately higher in rural labor markets.

The Extent of Urban and Rural Displacement

Table 1 presents data which allow the prevalence of job displacement in rural and urban areas to be assessed. There were 6.3 million workers displaced from their jobs between 1981 and 1984 (row 11). Of these, 26 percent resided in rural areas in January 1986. By comparison, average monthly employment in 1986 was 109.8 million, with 86.5 million (78.8 percent) in metropolitan and 23.1 million (21.1 percent) in nonmetropolitan rural labor markets (U.S. Department of Labor, 1987: Table 57). This suggests that permanent job loss due to plant closings and mass layoffs has been proportionately higher in rural labor markets.

Rural workers tend to be more heavily concentrated in manufacturing jobs and in less-skilled blue-collar occupations.

Characteristics of Displaced Workers

Demographic and economic characteristics of displaced workers are of interest because they are associated with differing levels of economic losses following a job loss (Table 1).[3] For example, better-educated workers generally fare better following displacement. On the other hand, manufacturing workers generally experience larger economic losses.

While the average age of displaced workers does not differ significantly between rural and urban labor markets, all of the other demographic characteristics do. Rural displaced workers on average have less formal schooling, are more likely to be male, and are much less likely to be black or Hispanic than urban workers. Rural workers had far lower

TABLE 1

Average Characteristics of Urban and Rural Displaced Workers*

Characteristic	Total	Rural	Urban	
			Small	Large
(1) Age (yrs.)	36.3 (.17)	36.3 (.32)	36.1 (.44)	36.4 (.23)
(2) Education (yrs.)	12.4 (.04)	11.9 (.07)	12.3 (.09)	12.7 (.06)
(3) Male (%)	65.3 (.78)	66.3 (1.4)	65.7 (1.9)	64.7 (1.1)
(4) Black (%)	11.5 (.52)	7.1 (.76)	10.6 (1.3)	13.8 (.77)
(5) Hispanic (%)	6.6 (.41)	2.7 (.49)	3.5 (.75)	9.0 (.64)
(6) Former Weekly Earnings ($)	337 (3.5)	299 (5.9)	317 (8.7)	360 (5.1)
(7) Manufacturing (%)	39.6 (.6)	41.8 (1.5)	38.8 (2.0)	38.7 (1.1)
(8) Low Skill** (%)	34.7 (.6)	40.3 (1.5)	40.4 (2.0)	30.8 (1.0)
(9) Low Skill*** (%)	35.5 (.6)	42.1 (1.5)	41.7 (2.0)	30.9 (1.0)
(10) Sample Size	3,744	1,120	601	2,023
(11) Weighted U.S. Total in thousands**** (% of total)	6,296 (100.0)	1,637 (26.0)	970 (15.4)	3,689 (58.6)

* Workers aged 20-61 in January 1986 displaced from full-time jobs between 1981 and 1984. "Rural" refers to a worker not residing in a Metropolitan Statistical Area (MSA). "Small" and "Large" denote MSAs with a population of 100,000 to 500,000 and larger than 500,000, respectively. Estimated standard errors in parentheses.

** Proportion of workers whose former occupation was operator, fabricator, or laborer.

*** Proportion of workers whose former occupation was operator, fabricator, laborer, or farm worker.

**** Estimated using sampling weights provided by the Bureau of the Census.

weekly earnings on their former job, $61 or 17 percent less, than did workers in large urban areas. Rural workers also tend to be more heavily concentrated in manufacturing jobs and in less-skilled blue-collar occupations. The data in Table 1 show that there are, in fact, differences between rural and urban displaced workers.

Unemployment Following Displacement

Before examining the post-displacement experience of these workers, we first examine the extent to which rural and urban workers had advance knowledge of their layoff. In the DWS, respondents were asked a rather general question regarding whether or not they expected to be laid off ("Did [the worker] expect a layoff or had [the worker] received advance notice of a layoff or a plant or business closing?"). Table 2 reports the percentage of workers responding "yes" to this question. Roughly one-half of the DWS respondents had advance notice of or otherwise expected a layoff. This proportion does not differ significantly for urban and rural workers. Thus, differences in advance knowledge of layoff should not have created differences in the adjustment experiences of rural versus urban workers.

Roughly one-half of [displaced workers] had advance notice of or otherwise expected a layoff.

TABLE 2

Advance Knowledge of Layoff*

Residence	Percentage of Displaced Workers Receiving Advance Notice of or Who Expected a Layoff
Total	50.7 % (.8)
Rural or Nonmetropolitan	51.4 (1.5)
Small Urban	53.2 (2.0)
Large Urban	49.8 (1.1)

* Percentage responding "yes" to the following question: "Did [the worker] expect a layoff or had [the worker] received advance notice of a layoff or a plant or business closing?" For sample description and definitions, see Table 1. Estimated standard errors in parentheses.

How long are urban and rural workers without work following displacement? The DWS provides information on the number of weeks workers were jobless and available for work following displacement.[4] While many displaced workers find jobs relatively quickly, a large group experiences very long spells of joblessness following displacement (Table 3). For example, 43.8 percent of displaced workers had 12 or fewer weeks of joblessness following displacement while 38.5 percent had 27 or more weeks (see column 1). The median duration of joblessness for these displaced workers was 18 weeks, or more than four months out of work (bottom row). As expected, rural workers are without work for a longer time than are urban workers after being permanently laid off. The share of displaced workers with long spells of joblessness (27+ weeks) was 43.9 percent in rural areas but 40.1 and 35.6 percent in small and large urban areas. Among rural workers, the median length of joblessness was 24.4 weeks, or nearly six months. In contrast, the median length of joblessness for small and urban workers was 18.3 and 15.8 weeks. Judged by medians, workers displaced in rural areas experienced periods without work nearly two-thirds longer than workers displaced in large urban areas.

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TABLE 3

Duration of Joblessness Following Displacement*

	Total	Rural	Urban	
			Small	Large
Total	100.0%	100.0%	100.0%	100.0%
0 to 12 Weeks	43.8 (.8)	37.5 (1.5)	43.4 (2.1)	46.6 (1.1)
13 to 27 Weeks	17.8 (.6)	18.6 (1.2)	16.5 (1.5)	17.8 (.8)
27+ Weeks	38.5 (.8)	43.9 (1.5)	40.1 (2.0)	35.6 (1.1)
Median Weeks	18.0	24.4	18.3	15.8

* For sample description and definitions, see Table 1. Estimated standard errors in parentheses.

At the time they were surveyed, rural workers were more likely than urban workers to be unemployed or to have dropped out of the labor force (stopped looking for work). Again, the evidence shows rural workers having a more difficult adjustment to job loss. For example, displaced rural workers were much less likely to have been reemployed (Table 4). Overall, 77.2 percent of all displaced workers were employed on the survey date, with 11.1 percent unemployed and 11.6 percent out of the labor force (column 1). The implied unemployment rate among all displaced workers was 12.6 percent.[5] Among rural workers, however, only 72 percent were reemployed. Moreover, a much higher percentage of rural than urban workers were unemployed, 15 percent compared to roughly 10 percent. The result is a much higher rural unemployment rate (17.2 versus 10.9 percent for large urban areas).

[Displaced] rural workers were more likely than urban workers to be unemployed or to have dropped out of the labor force (stopped looking for work).

TABLE 4

Labor Force Status of Displaced Workers*

Labor Force (LF) Status	Total	Rural	Urban	
			Small	Large
Total	100.0%	100.0%	100.0%	100.0%
Employed	77.2	72.1	78.8	79.1
	(.7)	(1.3)	(1.7)	(1.7)
Unemployed	11.1	15.0	9.9	9.7
	(.5)	(1.1)	(1.2)	(1.2)
Not in LF	11.6	12.9	11.2	11.2
	(.5)	(1.0)	(1.3)	(1.3)
Unemployed Rate	12.6	17.2	11.2	10.9

* Labor Force Status in January 1986. For sample description and definitions, see Table 1. Estimated standard errors in parentheses.

This comparatively higher unemployment rate for nonmetropolitan displaced workers mirrors the higher unemployment of the rural workforce as a whole. In 1986, the average monthly unemployment rate for adults was roughly one-fourth higher in nonmetropolitan areas than in metropolitan areas (Table 5).

TABLE 5

Metropolitan and Nonmetropolitan Unemployment Rates

	Civilian Unemployment Rate	
	1986	1987
Metropolitan		
Total	6.6%	5.9%
Male 20+	5.8	5.2
Female 20+	5.9	5.2
Teen 16–19	18.0	16.1
Nonmetropolitan		
Total	8.3	7.2
Male 20+	7.2	6.2
Female 20+	7.7	6.3
Teen 16–19	19.4	19.6

Source: Bureau of Labor Statistics. *Employment and Earnings* Table 57, January 1988.

Rural workers...were 50 percent more likely to experience severe loss of earnings [following displacement]—a more than 25 percent cut in earnings.

Earnings and Benefit Loss

How do the earnings on new jobs compare with those on the old job when displaced workers are reemployed? This can be determined by examining the ratio of current to former weekly earnings for workers reemployed at the time of the survey.[6] A displaced worker is considered to have experienced an "earnings loss" if his or her current earnings are lower than his or her earnings on the previous job. Many workers suffer no loss of earnings as a result of displacement (Table 6): 40 percent were reemployed at the same or better pay (a ratio greater than 100). At the same time, however, 32.6 percent earned less than three-quarters of their former earnings, and 13.6 percent earned less than one-half their former rate of pay. Again, rural workers appear to have a more difficult adjustment to job loss. Displaced rural workers, for example, were 50 percent more likely to experience severe loss of earnings—a more than 25 percent cut in earnings—than workers in large urban areas (17.5 versus 11.7). The median earnings loss among displaced rural workers was 12.3 percent, more than twice as much as the 5.2 percent median earnings loss among workers in large urban areas.

TABLE 6

Earnings Losses of Displaced Workers*

Percentage Earnings Loss**	Total	Rural	Urban	
			Small	Large
Total	100.0%	100.0%	100.0%	100.0%
No Loss	40.0 (1.0)	33.4 (1.9)	34.8 (2.4)	44.0 (2.5)
0 to 25	27.5 (.9)	29.5 (1.8)	27.8 (2.3)	26.6 (2.2)
25 to 50	19.0 (.8)	19.6 (1.6)	22.5 (2.1)	17.8 (1.9)
50+	13.6 (.7)	17.5 (1.5)	15.0 (1.8)	11.7 (1.6)
Median Earnings Loss	7.9	12.3	14.7	5.2

* For sample description and definitions, see Table 1. Estimated standard errors in parentheses. Former earnings adjusted by changes in the wage and salary component of the BLS Employment Cost Index to reflect wages currently on that job.

** The percentage by which current earnings are less than earnings on the job from which the worker was displaced.

Displaced workers also face the high risk of losing an important employment-related fringe benefit—group health insurance.

Displaced workers also face the high risk of losing an important employment-related fringe benefit—group health insurance. Most Americans covered by private medical insurance obtain it as a fringe benefit of their job or the job of another family member. When the job is terminated, however, this benefit quickly terminates as well—usually within 30 to 60 days after the layoff. Concern with this problem led to federal legislation allowing workers to participate in their former group health insurance plan for a limited time at their own expense. Two states (Massachusetts and Connecticut) enacted legislation mandating extension of employer-paid benefits for up to four months following layoff (Podgursky and Swaim, 1987).

Only 65 percent of the workers displaced in rural areas obtained new health insurance coverage.

Many displaced workers lose health insurance coverage following displacement. As Table 7 shows, only 70.3 percent of the displaced workers formerly covered by a group health insurance plan on their old job were covered by *any* (employer-related or other) group policy in January 1986. Only 65 percent of the workers displaced in rural areas obtained new health insurance coverage, far less than the 73.5 percent of urban workers who maintained coverage. One reason for the low coverage rates among displaced workers, particularly rural workers, is that many were not reemployed. However, this is not the main reason for the loss of coverage. Even when one looks only at health insurance coverage rates for those workers who were reemployed (row 2), one finds that more than one-fifth lost their coverage. Once again, rural workers fare worse than workers in large urban labor markets—even reemployed rural workers are more likely to lose this benefit. This may reflect the fact that rural jobs generally provide fewer fringe benefits such as health insurance (Marshall, 1974; Jensen, 1982). As a result, rural workers who lose jobs which do provide health insurance are less likely to find new employment with health care coverage.

TABLE 7

Job Displacement and Health Insurance Coverage*

January 1986
Group Health Insurance Coverage

	Total	Rural	Urban	
			Small	Large
Total	70.3% (.9)	65.0% (1.8)	66.5% (2.3)	73.5% (1.2)
Reemployed	78.5 (.9)	74.0 (1.9)	73.2 (2.5)	81.2 (1.2)

* Displaced workers formerly covered by health insurance on their old job. For further sample description, see Table 1. Estimated standard errors in parentheses.

Multivariate Analysis of Economic Losses

The statistics in Tables 1-7 suggest that nonmetropolitan, or rural, workers fare worse than urban workers following displacement. One might ask, however, whether this is primarily due to the demographic characteristics of these workers or to their location. Table 1 demonstrates, for example, that rural workers tend to have somewhat lower educational attainment than do urban workers. They are also more likely to be white, male, and non-Hispanic. To what extent do these demographic differences explain urban-rural differences in displacement costs? Do demographically similar workers fare differently following displacement in rural and urban labor markets?

Compared to urban workers, rural workers suffer an additional 15 to 20 percent loss of earnings on their new jobs relative to their old jobs.

A multivariate statistical analysis of the data, which standardizes for differences in age, educational attainment, race, sex, Hispanic ethnicity, manufacturing employment, and former earnings (explained in greater detail in the appendix), yields the following findings:

- Most displaced workers experience an earning loss following their reemployment, meaning that the pay on their new job is less than that on their former job. However, displaced rural workers experience a proportionately greater drop in earnings when they become reemployed. Statistical analysis shows that, compared to urban workers, rural workers suffer an additional 15 to 20 percent loss of earnings on their new jobs relative to their old jobs.
- The length of an expected spell of joblessness following displacement is significantly *longer* for rural workers as compared to workers in small and large urban areas. Our estimate is that rural workers are jobless from 2 to 43 percent longer than comparable urban workers.

Joblessness following displacement is significantly** longer **for rural workers as compared to workers in small and large urban areas.

Conclusions

The findings in this study suggest that the thin labor markets and adverse structural changes noted by McGranahan (1988) and others have placed displaced rural workers at a particular disadvantage. Proportionately more rural workers lose their jobs and, following their job loss, rural workers experience a longer period without work. Moreover, compared to urban workers, the new jobs found by rural workers are likely to pay far less than did their previous job.

The new jobs found by rural workers are likely to pay far less than did their previous job.

To the extent that these large economic losses reflect diminished earnings prospects in rural areas, any policy response must be directed toward renewed earnings growth for rural employment. In addition, if dislocated worker adjustment is to be targeted to those in greatest need, then rural workers deserve special attention.

Appendix

The Displaced Worker Survey

In January 1986, all respondents from the roughly 60,000 households in the Current Population Survey (CPS) were asked whether they or any adult member of their household (i.e., aged 20 and older) had "lost or left a job since 1981 because of a plant closing, an employer going out of business, a layoff from which [the worker] was not recalled, or other similar reasons." An affirmative response triggered a series of supplemental questions concerning the nature of the lost job and the post-displacement labor market experience. These supplemental questions, which comprise the Displaced Worker Survey (DWS), augment the extensive demographic and labor force data in the basic monthly CPS. Using the Bureau of Labor Statistics' definition, a displaced worker is defined either as one who lost a job due to a plant shutdown, business failure, or business relocation, or as a worker whose employer remained in operation but who was permanently laid off due to slack work or whose job was otherwise eliminated.

In the analysis for this report, the sample was limited to workers between the ages of 20 and 61 who were displaced from full-time jobs. Workers 62 or older were excluded since these workers generally are eligible for Social Security retirement payments (and possibly private pensions as well). They thus face a different set of constraints or choices regarding the labor market than do younger workers. The focus of the study was on workers displaced from full-time jobs for reasons of necessity and choice. The DWS only provides information on usual weekly earnings and the full-time/part-time status of the worker's former job. By limiting our sample to full-time workers we thus control in a crude manner for hours of work on the old job. Since full-time workers have made a greater commitment to the labor market and, in general, make a larger contribution to the typical household's income than do part-time workers, we judge displacement of such workers to be of the greatest policy interest. Finally, the sample included only those workers who have been displaced from their previous job for a year or more; that is, workers who have had *at least* one full year to adapt to the loss of their former job by the time of the January 1986 survey.

Throughout this study the post-displacement experience of workers in rural labor markets is compared with those in small and large urban markets. The operational definition of "rural" worker is one who does not reside in a Metropolitan

Statistical Area (MSA) in January 1986. Urban workers are divided into two groups—those residing in an MSA with a 1980 population between 100,000 and 500,000, designated as "small urban," and those residing in an MSA larger than 500,000, designated as "large urban." A very small number of workers (roughly three percent of the sample) whose location is suppressed for reasons of confidentiality by the Census Bureau were excluded from the study.

Before proceeding further, two caveats are in order regarding the rural-urban classification. First, workers are classified on the basis of residence and not on where they work. It is possible that some workers classified as "rural" commute to the urban labor markets to work (and vice versa). The CPS unfortunately provides no information on work location. A second caveat concerns migration following displacement. Roughly one-fifth of the displaced worker sample moved to a new city or town following displacement. (The following percentages of workers reported that they moved to a new city or county following displacement: rural, 21.5 percent; small urban, 23.4 percent; large urban, 21.0 percent. Note that the rural-urban classification is based on the worker's location on the survey date and not at the time of displacement.) Thus, it is likely that some workers now classified as "urban" were "rural" at the time of displacement (and vice versa). Random misclassification of this sort will bias the urban-rural loss gap toward zero. If rural-to-urban migration predominates and rural losses are larger, the estimate of the urban-rural loss gap will be *biased downward*. In such a case, however, nominal earnings losses will overstate real earnings losses for rural-to-urban migrants (and vice versa for urban-to-rural migrants) since the cost of living is generally lower for rural workers.

Multivariate Analysis of Jobless Duration and Earnings Loss

In Appendix Table 1 we report multivariate statistical estimates of the effect of rural-urban location on short-term displacement losses (duration of joblessness) and long-term losses (the natural log of the ratio of current to former weekly earnings). These multivariate estimates are the basis for statements in the text that even after controlling for demographic and other differences, rural displaced workers fare worse.

First consider jobless duration. The second column of the table reports the estimated coefficients of a Weibull regression model. The Weibull regression model, sometimes called a "survivor" model, is specifically designed to analyze phe-

APPENDIX TABLE 1

Multivariate Analysis of Jobless Duration and Earnings Loss

(t-statistics in parentheses)

	Dependent Variable			
	Jobless Duration[a]		Ratio of Current to Former Earnings[b]	
Variable	$\bar{X}$	$\hat{\beta}$	$\bar{X}$	$\hat{\beta}$
Constant	—	4.732** (11.70)	—	1.958** (15.69)
Rho	—	.635** (50.64)	—	—
Log (Former Earnings)	5.82	-.012 (-1.67)	5.83	-.491** (21.16)
Age (yrs.)	36.4	.031** (8.34)	35.8	-.001 (-.94)
Education (yrs.)	12.5	-.098** (-5.55)	12.7	.042** (8.29)
Black[c]	.099	.700** (5.15)	.096	-.183** (-5.06)
Male[c]	.635	-.444** (-5.05)	.673	.235** (9.46)
Hispanic[c]	.046	- .064 (-.34)	.043	-.048 (-.92)
White Collar[c]	.420	- .267** (-2.97)	.451	.040 (1.60)
Manufacturing[c]	.474	.261** (3.26)	.457	-.027 (-1.22)
Agriculture[c]	.019	- .581* (-2.19)	.021	-.006 (- .09)
Rural[c]	.295	omitted	.294	omitted
Small Urban[c]	.158	-.231* (-1.98)	.164	.054 (1.66)
Large Urban[c]	.548	-.189* (-2.22)	.570	.161** (6.39)
Adj. R^2	—	—	.190	—
Sample Size	2,309	2,309	2,330	2,330

a. Maximum-likelihood estimates of an exact discrete Weibull survivor model. For a description of this model see Swaim and Podgursky (1988). These coefficients indicate the approximate proportionate change in expected weeks of joblessness for any worker given a unit change in the independent variable.

b. Ordinary Least Squares estimates. Dependent Variable = Log (Current Weekly Earnings/Trend-Adjusted Former Weekly Earnings)

c. Dichotomous (0-1) variable where 1=yes (e.g., Male=1 if the worker is male, 0 if female).

* Significant at five percent. ** Significant at one percent.

nomenon measured over time (e.g., lifetimes, unemployment duration, strike duration. For a further description of the Weibull model see Podgursky and Swaim, 1987a). The interpretation of the coefficients is straightforward: they indicate the approximate proportionate effect of a unit change in the independent variable on the expected average length of joblessness. A negative sign thus indicates a shorter spell, and a positive sign a longer spell.

The coefficients of interest for this study are at the bottom of Appendix Table 1. We have coded three dummy or 0-1 variables to indicate residence. Since "rural" is omitted from the model, the interpretation of the remaining two dummy variables is the difference between rural and small or large urban workers, holding other characteristics of the workers constant. Asterisks indicate statistical significance. We see that workers in small and large urban areas have significantly shorter spells of joblessness than do rural workers. Unfortunately, the relatively low values of the t-ratios imply that the point estimates of the true effect are imprecise. A 95 percent confidence interval on the large urban coefficient, for example, would imply that workers in rural labor markets have jobless spells from 2 to 43 percent longer than similar workers in urban markets.

The last column of Appendix Table 1 reports the Ordinary Least Squares (OLS) coefficients of a model of earnings loss for workers reemployed at the time of the survey in January 1986. The dependent variable is the natural log of the ratio of current to adjusted former earnings. Since workers were displaced at different dates over the interval from 1981 to 1984, their reported former earnings have been inflated to January 1986 levels using published data from the wage and salary component of the Employment Cost Index. The purpose of this is to roughly approximate what the workers' wages would have been in January 1986 had they not been laid off. These coefficients give the approximate proportionate effect of a unit change in the independent variable on the ratio of current to former earnings. A positive sign indicates a higher ratio and thus a smaller loss. A negative coefficient indicates a larger loss.

As in the previous table, the most relevant coefficients are at the bottom of the table. Once again, "rural" is the omitted dummy, hence, the comparison is between small or large urban and rural workers. Both dummy variables take their expected positive sign, but once again, only the large urban dummy is statistically significant. Its magnitude suggests that workers in large urban areas are reemployed at a weekly wage which is a considerably higher fraction of their former earnings as compared to rural workers. A 95 percent confidence interval on the large urban coefficient implies that the mean ratio of current to former earnings for displaced workers in large urban markets is from 15 to 20 percent higher than that of similar rural workers.

Endnotes

1. These losses are larger for certain demographic groups (blacks, women, older workers) and for workers with less formal schooling or in less-skilled blue-collar occupations (Podgursky and Swaim, 1987a,b; Kruse, 1988). Limited data on whether workers had prior knowledge of displacement strongly suggest that workers with advance notice suffer smaller losses (Addison and Portugal, 1987; Ehrenberg and Jakubson, 1988; Swaim and Podgursky, 1989). Howland and Peterson (1988) explore the effect of labor market conditions on the economic cost of displacement for manufacturing workers in larger MSAs.

2. For a further description of the Displaced Worker Survey, see Horvath (1987).

3. Let $\overline{X}_u$ and $\overline{X}_r$ denote the sample means of a random variable describing displaced workers (e.g., age, education), and let s_u and s_r denote the standard errors of these means. To test whether the *difference* between $\overline{X}_u$ and $\overline{X}_r$ is statistically significant, compute the following statistic:

   $$(\overline{X}_u - \overline{X}_r) \; / \; \sqrt{s_u^2 + s_r^2}$$

   If this statistic is larger in absolute value than two, the gap is statistically significant. Under each mean we report the estimated standard error of the mean. This is used to judge whether the urban-rural differences are statistically significant.

4. Unlike the familiar measure of unemployment duration in the monthly CPS, the DWS question does not specifically refer to active job search. Thus, a reported spell of joblessness may include one or more periods of suspended job search and labor force withdrawal. Econometric studies have shown, however, that the distinction between "unemployed" and "out of the labor force" is problematic for workers with long and recurrent spells of unemployment (Clark and Summers, 1979). Thus, the DWS measure of jobless duration is arguably a better indicator of reemployment difficulties for displaced workers. In order to emphasize this difference, however, we consistently refer to our measure as *jobless* rather than *unemployment* duration.

5. Calculated as [11.1/(77.2+11.1)]x100.

6. Because up to five years may have passed since displacement, in computing this ratio we have inflated the worker's former earnings using an index based on the worker's former occupation, sector of employment (government versus private), and year of displacement using the wage and salary component of the Employment Cost Index published by the Bureau of Labor Statistics. The purpose of this exercise is to approximate what the worker would have been earning in January 1986 had he or she remained at the former job.

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2 States' Voters Will Decide Fate Of Tax Increases

Michigan, Washington School Funds at Issue

By Michael Newman

In a "no new taxes" political climate, voters in two states will be asked next week to decide whether large-scale education-reform and children's initiatives are worth the price of added sales taxes.

In Michigan, where legislative action on school reform has been put on hold until questions of funding equity have been settled, voters will face two ballot referenda—each with a different sales-tax equation—that could add new funds to the education coffers.

And in Washington State, the fate of a massive "Children's Initiative" will depend on voter disposition toward a tax-increase plan that would raise an estimated $360 million for a wide range of services for children.

Campaigns in both states have been contentious, producing divisions among educators, controversial advertising, and, in one instance, accusations of dishonesty. And supporters of the ballot initiatives concede that winning voter approval will not be easy.

"It appears at best to be a tossup," said Ronn Robinson, education adviser to Gov. W. Booth Gardner of Washington.

State Senator Dan L. DeGrow of Michigan said that low voter turnout and effective campaign tactics against that state's two initiatives may make it "difficult for both proposals" to garner enough support for approval.

Even though the second of Michigan's ballot proposals would provide property-tax relief, supporters agreed that sales-tax increases in any guise are no easy item to sell.

Referenda on education issues will also appear on Texas and Maine ballots next Tuesday, but they are attracting far less interest than those in Michigan and Washington.

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L.A. School Embraces a West German Import

Team Approach Is at Heart of Cologne Model

By Debra Viadero

Debra Viadero/Education Week

Day Higuchi brought the reform concept to his East Los Angeles school.

LOS ANGELES—Wedged into a neighborhood of modest bungalow houses and auto-parts shops, D.W. Griffith Junior High School hardly seems the setting for an international experiment in education.

But four teachers here have imported a West German idea for restructuring education and are working hard to apply it to their own, predominantly Hispanic classrooms. And teachers in at least half a dozen other schools around the country, just beginning similar experiments, will be watching closely to see how they fare.

The concept at the heart of these projects is what is known in West Germany as the "team/small-group model." Though the idea is rooted in that country's own school-reform movement of the 1960's, its elements are reminiscent of education-reform ideas currently gaining popularity in the United States: shared decisionmaking and greater autonomy for teachers and the creation of smaller, more personal school environments.

More than 20 West German schools have adopted the concept and more have incorporated features of it. But the showpiece school, those familiar with the approach agree, is the Köln-Holweide School in Cologne—one of two schools where the idea originated more than 20 years ago.

The formula, its supporters say, is simple: Teachers at Köln-Holweide are divided into small, relatively autonomous teams, with each team responsible for one group of students. The teams stay

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School-Restructuring Efforts Forcing Principals To Redefine Their Roles

By Ann Bradley

PHOENIX—Robert J. Holzmiller, principal of Hopi Elementary School in Scottsdale, Ariz., is not ashamed to admit that his school's foray into site-based decisionmaking this fall has left him feeling scared.

The district has provided few guidelines on how teams in its five pilot schools are to go about the process of changing school governance, he said.

In the absence of such advice, Mr. Holzmiller has decided to try to involve parents, teachers, other staff members, and students in decisions he previously might have made by himself.

"Everything I get, I channel to a committee," Mr. Holzmiller said. "I don't know if that's right or wrong."

Mr. Holzmiller is not alone in his feelings of uncertainty. The growing movement to restructure schools through participatory decisionmaking is challenging the traditional definitions of the principalship—and of central-office leadership.

As teachers, parents, and even students take on added responsibility, principals across the nation are seeking to redefine their roles and their relationships with others in their schools and districts.

But that task is complicated, principals and others agree, by a lack of agreement among educators about what constitutes "school-based management." And the problem is exacerbated, in some cases, by a feeling among principals that teachers are pushing too hard and too fast to increase their decisionmaking authority.

"People started by focusing on teachers, and the notion was restructuring and teacher involvement," said Stephen Mitchell, vice president of Organizational Analysis and Practice, an educational consulting

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'Trust' Lands Center Of 2 Controversies Over School Funding

By Reagan Walker

Two seemingly disparate state actions in recent months have underscored efforts to ensure that the public schools receive their full share of a legacy originally bequeathed them by Thomas Jefferson and the Continental Congress.

In Mississippi, the state's highest court ruled last month that the school district in the small county seat of Forest had the right to earn income from downtown property that was essentially being rented out for free.

And Utah officials created a storm of controversy this summer by suggesting that money be raised for their hard-pressed schools by allowing souvenir shops and tourist cabins to be built on state-owned land within national parks.

Both steps were directed at a continuing financial sore point in a number of Southern and Western states—the lack of adequate income from "school trust" lands, which were set aside by the federal government when the states were created specifically to raise funds for public schools.

Of the 27 states that originally held school-trust lands, 15 still hold more than 500,000 acres each.

Some states have managed their school-trust lands to provide a steady flow of money for education. But in others, many districts receive virtually nothing for the land because of mismanagement of leases or the scattering of tracts in areas with restrictions on land use.

In Mississippi, for example, many districts earn as little as 1 cent per acre from land leases that were negotiated decades ago for 99 years.

And in Utah, much of the school-trust land is pocketed in national parks and forests, severely limiting any revenue-produc-

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Known for Choice, New York's District 4 Offers a Complex Tale for Urban Reformers

By William Snider

NEW YORK CITY—The U.S. Education Department's selection of Community School District 4 as the host of its first regional meeting on choice was only the latest in a long series of honors and accolades the New York City district has received.

Touted as a model for urban-education reform in numerous national, state, and local reports, District 4 has achieved remarkable results with students drawn mostly from a neighborhood as drug-ridden and poverty-stricken as any in the city.

Last month's choice meeting in East Harlem cemented District 4 at the center of the Bush Administration's efforts to persuade educators and policymakers to adopt parental choice as the "cornerstone" of a restructured system of public education.

"You have made dramatic improvements in your educational programs through choice," Secretary of Education Lauro F. Cavazos told the community last month. "You have demonstrated that it can work. Let us work with you to carry that message across the nation."

But to say that parental choice is the foundation of District 4's success oversimplifies, and perhaps misrepresents, the district's innovative reform efforts, according to several current and former district administrators.

"I get worried when I see people jumping onto the choice bandwagon without under-

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Also in the news

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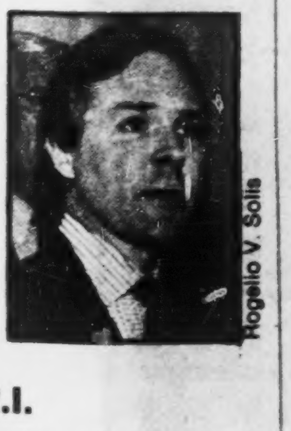
Is military training unsuitable for a high school named after Dr. Martin Luther King Jr.?

14 Mabus Plan
Mississippi's governor unveils a half-billion-dollar package of reforms.



Rogelio V. Solis

19 Letters to O.E.R.I.
Hundreds have written to protest the closing of two "school level" research centers.

IN SUMMARY

Corruption Probe Unfolds
A community school board in New York City has become the third to be suspended in the past year, following testimony that board members hired dozens of friends for unnecessary jobs. **Page 5.**

The 'Social-Health' Index
The well-being of children and youths in the United States has declined significantly over the past 18 years, and child abuse and teenage suicide are at record highs, a new report asserts. **Page 7.**

Catholic Teachers Protest
Union teachers in the Catholic archdioceses of Boston and New York have picketed church officials and called in sick in recent weeks to protest the pace of contract negotiations. **Page 8.**

Gambling on Education?
A controversial plan for a state lottery figures prominently in a comprehensive $500-million education-reform package unveiled last week by Gov. Ray Mabus of Mississippi. **Page 14.**

High-Level Debate Over Testing
In Indiana, the Democratic governor and the Republican schools chief are sparring over the state's student-testing program and its role in evaluating school performance. **Page 15.**

Education on the Back Burner
Governors with strong opinions on education are leaving office in New Jersey and Virginia, but the candidates vying to succeed them are not talking much about school issues. **Page 16.**

Voc.-Ed. Funding
A bill that would revamp federal vocational-education spending has cleared a Senate subcommittee, but some senators have vowed to seek changes in major provisions of the bill. **Page 19.**

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ACROSS THE NATION

NATIONAL

Teenage Pregnancy Cost Taxpayers $20 Billion in 1988, Report Says

Teenage pregnancy cost U.S. taxpayers nearly $20 billion in 1988, the Center for Population Options reports.

The study conducted by the private, Washington-based group examined the costs of three federal programs—Aid to Families with Dependent Children, Medicaid, and food stamps—for families in which the mother had her first child as a teenager. It said the cost of A.F.D.C. for such families was $10.07 billion in 1988; the cost of Medicaid, $6.53 billion; and the cost of food stamps, $3.23 billion.

It also found that the approximately 365,000 teenagers who gave birth for the first time in 1988 cost the federal government nearly $6 billion.

If the 1988 births had been delayed until the mother was at least age 20, the nation could have saved more than $2 billion, the group calculated.

■ **The U.P.S. Foundation, the charitable arm of the United Parcel Service, has awarded three national programs a total of $2.25 million to combat adult illiteracy.**

The New Chance Program of the Manpower Demonstration Research Corporation, which teaches basic skills to teenage mothers, will receive $750,000.

The foundation will grant $800,000 to U.S. BASICS, a nonprofit organization that will use the funds to establish 20 centers across the nation to provide instruction in English as a second language.

The third grant will go to the United Way to develop model community-based literacy programs. United Way will use the $700,000 to issue challenge grants to as many as six locations for developing such programs.

■ **The federal government, the private sector, labor unions, and educators need to band together to stem a "technical manpower crisis" facing the country**, a new report suggests.

The report by the Aerospace Education Foundation, draws heavily on previous reports on education, training, and demographic and workforce conditions.

To meet the shortfall of technical workers, the report calls on the federal government to expand support for education into all Cabinet departments—an idea discussed at President Bush's recent education summit.

The report calls on the private sector to continue business-education partnerships and to seek to influence state and federal education and training policy.

The recommendations also suggest that labor unions should become more involved in education and training programs.

The report, entitled "America's Next Crisis: The Shortfall in Technical Manpower," is available from the Aerospace Education Foundation, 1501 Lee Highway, Arlington, Va. 22209.

The Great 'Twinkie War'

Loel Barr

A footrace scheduled for last Friday may—or may not—have been the final shot in the "Twinkie War" at Metamora (Ill.) High School.

When the school board eliminated so-called junk foods from the lunch program at the school this fall, more than half of the 500 cafeteria regulars launched a "brown-bag-it protest" to persuade administrators to restore Twinkies, Ho Ho's, and other such epicurean delights to the menu.

But rather than crumble in the face of an economic boycott, says Gregory A. Christi, the school's principal, administrators tried to impress upon protesters the benefits of good nutrition and physical fitness.

Before students could be swayed, however, their well-organized boycott of the $1.25-a-day school lunch caught the attention of a local radio station. The station not only asked listeners to weigh in on the controversy, but suggested to the St. Louis-based manufacturer of Twinkies that it provide its snack cakes free to the deprived students of Metamora High.

Not a company to miss such a baked-to-order public-relations opportunity, the Continental Baking Company agreed to send over a truckload of Twinkies, a bemused Mr. Christi notes.

But, says Mr. Christi, when a local apple grower stepped into the fray and offered to send over a truckload of fruit as an alternative to cupcakes, students came up with an idea they believe will demonstrate that a healthy diet supplemented with snack cakes, candy, and soda has no ill effects.

The students challenged Ken Maurer, the district's 43-year-old superintendent of schools, to a one-mile race, now being called the "Apple Cupcake Run." "We prefer not to think of the run as a competition," cautions Mr. Christi, "but rather as a cooperative effort to bring nutritional issues to the forefront. It's not the Twinkies against the Apple Heads."

In accepting the challenge, Mr. Maurer told students that he would not race, only "run with them." Mr. Christi, conceding that there are some very fast runners in his school, says that, because he was scheduled to "work crowd control" at the race, he would not be donning his running shoes.

But regardless of who wins the good-natured nutrition competition, Metamora will not go back to its old ways. The school is not in business to make money from the state-supported lunch program, says Mr. Christi, and has no intention of relenting in its pursuit of good health. —J.W.

STATES

Reports Call for Sweeping Changes In Vermont's Educational System

A governor's commission and an organization of business leaders in Vermont have issued separate reports calling for sweeping changes in the state's educational system.

Gov. Madeleine M. Kunin's Commission on Getting Ready to Work, established in 1988 to study how well the state's schools were preparing students for employment, recommended in a report issued last month that the state abandon its "general track," or non-college-preparatory curriculum.

The report, entitled "Target 2000," called the general-track curriculum "unfocused," "second-rate," and "a ticket to nowhere" for the 40 percent of the state's secondary stu-

DISTRICTS

Birmingham Drops Skills Test As Requirement for Promotion

The Birmingham Essential Skills Test will no longer be the key factor in determining whether students are held back in the Alabama city's schools, the school board has decided.

As part of an effort to raise standards for student performance, the district in 1985 required students in the 2nd through the 8th grades to pass the reading and mathematics test to be promoted to the next grade.

In practice, however, the test has become an "obstacle" that has blocked about 200 to 300 students each year from promotion even though they had passed all their courses, according to Cleveland Hammonds Jr., the district's superintendent of schools.

Under the new policy adopted last month, the district will consider grades, attendance, and teacher recommendations, as well as test scores, in deciding whether students should be promoted. In addition, Mr. Hammonds said, students who fail the essential-skills test will be required to attend summer school.

Critics on the board charged that the policy change suggests that the district is backing away from its standards for student achievement. But Mr. Hammonds denied that the policy would "reduce the so-called standards."

"The problem in this case is that the standards have been one-dimensional," he said. "They did not account for varying circumstances of students."

■ **A drug sale within 1,000 feet of school property violates federal law, no matter how far a schoolchild might have to walk to the site of the deal**, a federal appeals court has ruled.

Everton G. Watson was convicted last year of conspiring to sell marijuana within a drug-free school zone in Los Angeles. Although the sale was said to have taken place 960 feet from school property "as the crow flies," argued his lawyer, Michael Brush, it was "more than 1,000 feet by the way a person would walk."

But in a decision issued late last month, the U.S. Court of Appeals for the 9th Circuit rejected that argument. The stiff limits, the court ruled, fulfill the U.S. Congress's intent to curb the dangers to schoolchildren of drug trafficking.

■ **An all-white private school in Columbus, Miss., that refused to play a foot-**

dents who are enrolled in the track.

It also recommended that school be held year-round in two- to three-month blocks to aid retention and keep students from falling too far behind before receiving remediation.

In a separate report issued last month, the Vermont Business Roundtable, a group of 140 chief executives, recommended after a one-year study that the state implement choice and merit-pay programs to hold educators accountable for teaching certain basic skills.

Commissioner of Education Richard P. Mills said the state's school system needs to undergo a "massive overhaul" to meet the recommendations of the governor's commission.

However, Mr. Mills disagreed with the Roundtable's merit-pay and choice recommendations, saying that merit pay fails to account for the team-oriented nature of education and that choice may be ineffective in rural areas with transportation problems.

■ **Educational programs should be made available to every 3- to 5-year-old child in Wisconsin**, a new report by a statewide commission urges.

The recommendation is among a number of ambitious changes suggested by the Advisory Commission on Early Education, Child Care, and Family Involvement. The 36-member group, appointed in April by Herbert Grover, the state superintendent of public instruction, presented its findings in a report last month.

The group also recommended that before- and after-school child care be available to parents throughout the state. And it called for the establishment of information centers for parents in each school district.

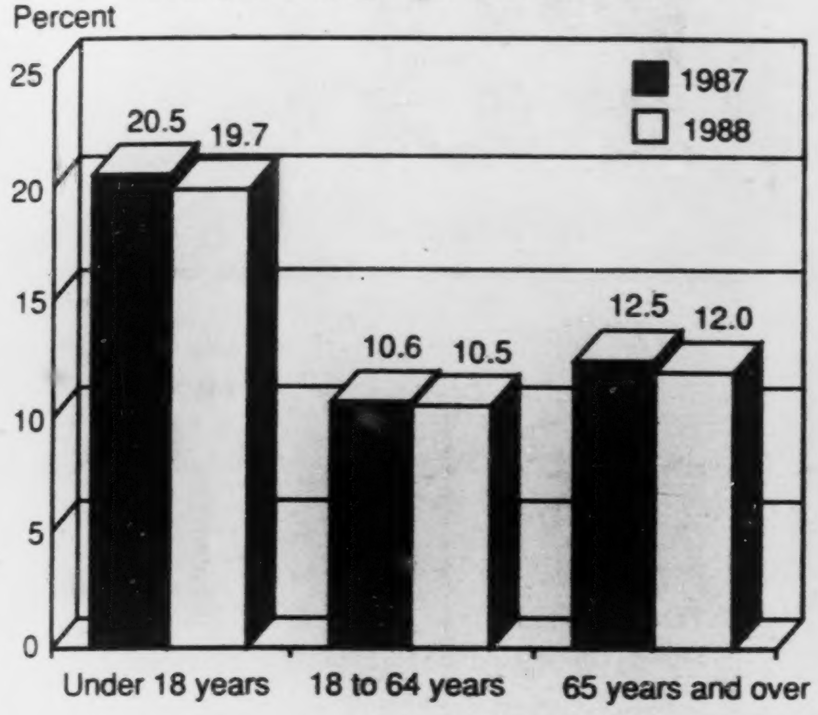
A commission made up of representatives of the various state agencies involved would coordinate such efforts. At the local level, the group recommended, similar councils should determine what services are needed in their areas and which agencies could best provide them.

"The schools can't do it alone," said William Decker, the commission chairman. "And, with growing numbers of families with both parents working, we see a real need for this."

DIMENSIONS

Children in Poverty

Poverty Rates, by Age: 1987 and 1988



Last year, half of the nation's poor were either children under age 18 or elderly people over age 65, according to the latest figures from the U.S. Census Bureau. The poverty rate for children continues, as it has since 1975, to be higher than that of any other age group. The poverty rate for all children under age 18 was 19.7 percent last year, down slightly from 1987's rate of 20.5 percent.

Over all, 32 million Americans were living below the federal guidelines for poverty last year, according to the bureau, even though the average per-capita income hit an all-time high of $13,120.

Ten years ago, only 24.5 million people, or 11.4 percent of the population, fell below the poverty guidelines, the report states.

Copies of "Money Income and Poverty Status in the United States: 1988" (advance report), Series P-60, No. 166, are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

ball game against a private school with a black player reversed its decision after the Mississippi Private School Association threatened to revoke its accreditation.

The East Holmes Academy gave no official explanation for why it forfeited the game last month with Heritage Academy of Columbus, which has a black sophomore on its team—the first black player in the North Central Conference of Mississippi private schools.

However, seven players quit the East Holmes team to protest the school's decision to forfeit the game. And one player told reporters that the coach had cited the black player as the reason for the forfeit.

East Holmes officials changed their minds after the private-school association made its threat.

The game between the two schools was finally played Oct. 20, without incident. Heritage Academy won, 7-0.

■ **Teachers at a Burbank, Calif., high school staged a one-day walkout this month to protest the school board's decision not to expel a student accused of striking a teacher and making threatening comments.**

George Rosales, a teacher at John Burroughs High School, said he was attempting to break up a fight between two students when a third student hit him and threatened to kill him and another teacher.

After the board voted in a closed session not to back the school's recommendation to expel the student, about 60 teachers staged a demonstration outside the school, carrying signs with such slogans as, "Go on . . . Hit me! They won't do anything."

"In an increasingly hostile atmosphere in schools, teachers need to know what to do, and they need to know that they are being supported," Mr. Rosales said last week.

Audrey Hanson, a board member, declined to comment on the decision, saying that the board's discussion was confidential, but that its decision was final. "We believe that we considered all the facts of the situation," she said, "and we are strongly behind our decision."

■ **Principals in some Milwaukee elementary schools have been ordered to increase the sizes of their classes to accommodate large numbers of children who are moving into their neighborhoods.**

Until last month's order by district officials, principals could effectively "close" their schools to new students if enrolling those pupils would cause class sizes to swell beyond 25 for 1st-grade classes and more than 27 for the 2nd through 8th grades.

Now, those classes may increase to 27 and 30, respectively.

The move has drawn criticism from the Milwaukee Teachers' Education Association, which claims that larger class sizes could affect the quality of education in Milwaukee schools.

■ **Prayers before school-board meetings and forced recitation of the pledge of allegiance in public schools violate the constitutional separation of church and state, a group of atheists in Hillsborough County, Fla., has charged.**

American Atheists of Tampa Bay filed suit Oct. 13 in U.S. District Court in Tampa Bay against the Hillsborough (Fla.) School District, seeking an end to the two practices. In particular, the group contends that the phrase "under God" in the pledge of allegiance, which schoolchildren are required by state law to recite each day, is unconstitutional.

The school board has previously denied a request from the group to suspend the practices. A lawyer for the district said school officials would file motions seeking that the suit be dismissed.

■ **Despite strong opposition from school officials, teachers, parents, and students, the Federal Bureau of Prisons is going ahead with plans to build a federal prison next to the New World School of the Arts in downtown Miami.**

Prison officials have planned a 1,000-bed jail on a recently purchased 1.09-acre parcel of land across from the U.S. courthouse and adjoining a lot onto which the performing-arts high school has plans to expand.

"It seems crazy to build [the prison] next to the school when there are still other options in downtown Miami," said Mandy Offerly, the school's principal. Proximity to the courthouse, however, is a factor because prison officials would like the facility to detain suspects awaiting trial.

Despite community opposition to the proposed site, Ms. Offerle said, "I fear that they will just move right along and put the prison in that spot." And if that is the case, warned the principal, "my school will not be next to it—it will either wither up and die or go elsewhere."

■ **Schools in White County, Ga., were among the first in the state to be integrated in 1966, but, until late last month, the school-bus routes remained segregated.**

When a white parent noticed the segregation and brought it to the county school board's attention, the board ordered the routes integrated. The board approved the desegregated bus routes Oct. 10, and they took effect Oct. 17. Before the changes took place, most of the district's black students rode on the same bus.

School officials in the county, a rural district in northern Georgia, said the segregated bus routes were an oversight.

"We just rearranged the bus routes to make the situation more equitable," said County Superintendent Raymond Collins.

UPDATE

■ **Some 3,700 students have transferred to new school districts in Minnesota in the first year of a two-year phase-in period for the state's highly touted open-enrollment program**, state officials reported last month.

The number represented a substantial increase over last year, when a total of 435 students successfully sought transfers under an earlier version of the program that did not mandate school-district participation.

Only districts enrolling 1,000 or more students were required to participate in the program this year, but all districts will be required to allow student transfers beginning in the 1990-91 school year. *(See Education Week, March 15, 1989.)*

Other choice programs operated by the state attracted almost 12,000 participants. Approximately 6,000 high-school juniors and seniors enrolled full or part time in post-secondary institutions, 4,000 students attended state-funded "area learning centers," and 1,800 students who had either dropped out or were considered severely at-risk enrolled in schools of their choice under the high-school graduation incentives program.

■ **The principal and football coach at Carter High School in Dallas, who have been leading figures in the long-running controversy over the "no-pass, no-play" rule in Texas, have been reassigned.**

The principal, Clarence C. Russeau, has been transferred to an administrative post in the school-district office.

Freddie James, the football coach, has been reassigned to the district athletic department pending a school investigation into allegations that he knowingly allowed an ineligible player to compete in interhigh games, according to a district spokesman.

Both Mr. Russeau and Mr. James were involved in last fall's battle between Carter High officials and Commissioner of Education William N. Kirby.

Mr. Kirby charged that Mr. Russeau changed the grade of a star football player at Carter High so he could play under the "no-pass, no-play" rule. The commissioner then declared the player ineligible, and school officials went to court to overturn the decision. A state district judge ruled in favor of the district last summer. *(See Education Week, Aug. 2, 1989.)*

Marvin Edwards, the district superintendent, said Mr. Russeau's transfer was unrelated to the controversy.

PEOPLE

■ **Harley Clark, the Texas district judge who in 1987 struck down the state's school-finance system as unconstitutional, will step down from the bench Dec. 1.**

Judge Clark, whose decision was upheld last month by a unanimous Texas Supreme Court, will join a Houston law firm. Gov. William P. Clements will appoint a successor to complete Mr. Clark's term, which expires in 1991.

It will be up to Mr. Clark's successor to approve or reject whatever solution the legislature proposes to the school-finance problem. The legislature is scheduled to meet in special session next spring to deal with the issue.

Judge Clark is also renowned for his influence on the state's system of higher education: In his college days at the University of Texas, he originated the "Hook 'em Horns" hand gesture, which has become a tradition at sporting events featuring the university's Longhorn athletic teams.

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EDUCATION WEEK

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Report Calls for 4-Year Programs To Train Teachers

A.A.C. Offers Practical, Philosophical Reasons

By Debra Viadero

WASHINGTON—Proposals to shift teacher training to the graduate level would reinforce "the current schism between liberal and professional education" and frustrate efforts to stem teacher shortages, a new report contends.

The report by the Association of American Colleges, scheduled for release this week, seeks to refocus attention on the debate over the length and nature of teacher education. Aiming to counter the approach favored by two landmark 1986 reports, the A.A.C. calls for undergraduate programs that integrate the liberal arts with professional studies and allow students to complete requirements within four years.

Such programs, it argues, are best suited to attract students majoring in the arts and sciences to teaching.

"As a primary national strategy, we're saying it makes an awful lot of sense to have students prepare for teaching while they're undergraduates," said Joseph S. Johnston Jr., the principal author of the 174-page report, *Those Who Can: Undergraduate Programs To Prepare Arts and Sciences Majors for Teaching*

"We think it's the most effective way for increasing the number of students who go into teaching and improving the quality of their preparation," he said.

The idea of extended teacher-preparation programs gained prominence some 3½ years ago in the reports of the Holmes Group, entitled *Tomorrow's Teachers*, and the Carnegie Forum on Education and the Economy, entitled *A Nation Prepared: Teachers for the 21st Century*.

Though they differed in their emphases, both reports proposed, among other recommendations, that the undergraduate education major be eliminated and that professional training be moved to the graduate level. Under the proposals, potential teachers would be required to earn an under-

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In K.C., 'Prevention Works'

'Subtle' Anti-Drug Effort Is Hailed as Model

By Ellen Flax

Project STAR

The anti-drug program Project STAR has undergone rigorous evaluation.

KANSAS CITY, MO.—Recognized as one of the few drug-education programs to undergo rigorous scientific evaluation, Project STAR in the Kansas City, Mo., area has been heralded as one of the most promising efforts in the nation's war on drugs.

Already well known to drug-education specialists, the program received an added boost in September when President Bush spotlighted Project STAR as a model in his national anti-drug strategy.

The recognition comes as schools across the nation are stepping up their efforts to make drug-education classes more meaningful by helping students develop the social skills they need to resist drugs.

Currently, the U.S. Education Department estimates that about 80 percent of all districts offer drug-education classes.

But the problem is that little is known about the effectiveness of most programs, drug-education experts agree.

"It's a sad state of affairs," said Joel Moskowitz, an adjunct associate professor of public health at the University of California at Berkeley. "I haven't seen any compelling evidence coming out of any line of research."

Despite that fact, however, the amount

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States Turn to Student Performance As New Measure of School Quality

By Robert Rothman

Spurred by political and business leaders, states and the federal government are moving rapidly toward what one leading educator calls a "paradigm shift" in the way schools are judged.

Unlike in the past, when officials evaluated schools on whether they had complied with regulations governing "inputs"—such as pupil-teacher ratios, library books, and course offerings—governments are increasingly measuring school quality by how well students are performing.

President Bush and the nation's governors signaled their support for the new view at the Charlottesville, Va., summit in September. In their joint statement, the executives agreed to "establish clear measures of performance and then issue annual report cards on the progress of students, schools, the states, and the federal government."

But even before the summit, accountability was high on the agenda in state capitals throughout the nation. In fact, notes Emerson J. Elliott, acting commissioner of the National Center for Education Statistics, "a healthy majority of states can cite recent policy initiatives that, in one way or another, try to hold schools accountable for the quality of instructional processes and outcomes."

This month alone, for example:

- New Jersey officials will send to parents the state's first "report card," detailing how each of the state's schools performed on state high-school proficiency tests, elementary basic-skills tests, the Scholastic Apti-

Continued on Page 12

Business Leaders Challenge Bush's School Priorities

Emphasis on Choice Is Called Misplaced

By Reagan Walker

WASHINGTON—In a heated exchange with President Bush's domestic policy adviser, Roger B. Porter, several prominent business leaders active in school reform took a swipe last week at the Administration's educational priorities.

The event was significant, several observers said last week, because the Bush Administration has actively courted the business community's support in promoting its education agenda.

The spirited attack came in a lively question-and-answer session that followed Mr. Porter's Oct. 30 speech to a group of business executives and educators at a Washington seminar sponsored by *Fortune* magazine.

In his address, Mr. Porter touted parental choice as the nation's best hope for reforming its schools and argued that school improvement can be accomplished without spending more money on education.

Given an opportunity to question Mr. Porter, business leaders said that the Administration's emphasis on choice is misplaced and that the White House must provide more leadership on funding issues.

"I think choice is a wonderful idea," said Owen B. Butler, chairman of the influential Committee for Economic Development. "But I get upset when I see our nation's leaders acting as if choice will solve all the problems."

Mr. Butler, a key figure in the business-education partnership movement, was equally passionate on the funding issue. "I don't think the federal government can or should put up all the money," he said, "but we need much stronger leadership on this issue."

In response to Mr. Butler's comments, Mr. Porter said, "If money was the solution to our problems, we would have solved them long ago."

As Mr. Porter left the meeting, however, there were signs that he had felt the heat of

Continued on Page 23

Also in the news

Bruce Bennett/The Houston Post

5 **Houston School in Turmoil**
District intervenes after student walkout over conditions.

Dallas Superintendent Proposes Spanish Requirement for Graduation

By Peter Schmidt

All students in the Dallas Independent School District should be required to study Spanish before graduating from high school, the district's superintendent has told the board of education.

The bold and potentially controversial proposal, which has yet to be drafted for formal consideration, is a recognition of the value of bilingualism for all students in an increasingly Hispanic region, according to Superintendent of Schools Marvin E. Edwards.

If enacted, such a mandate would make Dallas the only major U.S. district to require study in a specific foreign language for a high-school diploma, experts in language curricula said.

"We are not asking that Spanish become the dominant language," Mr. Edwards said in an interview last week. "We are just recognizing the value of Spanish for someone who resides in this part of the country and in this particular city."

"It is a language that is important for communication" throughout the region, he said.

Blacks constitute the largest single group in the 132,000-student Dallas system, accounting for 47 percent of enrollment. But Hispanics, who make up 33 percent of the student population, are the only group whose share of enrollment has been rising in recent years, district officials said.

Mr. Edwards would not specify what level of Spanish-language competence he wishes to require, or how or when a Spanish requirement would be implemented. "It's just an idea right now," he said.

The idea was one of several the school chief unveiled last month in a "state of the district" address to the board of education. Presenting what he said were his goals for the district in the 1990's and beyond, Mr. Edwards also called for requirements in English proficiency, computer literacy, and

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IN SUMMARY

Revamping Rural Education
A national conference of rural educators last week heard repeated calls for rural schools to adapt to the changing rural scene and play a more active role in their communities. **Page 4.**

Unprepared Undergraduates
College students are ill-suited for the academic rigors of higher education, lack basic skills, and do not study as hard as they should, according to professors surveyed in a new poll. **Page 5.**

Student Walkout in Houston
Houston school-district officials have developed an emergency "action plan" for the troubled Stephen F. Austin High School following a walkout last month by hundreds of students. **Page 5.**

Educators From Overseas
State education officials are reporting an upswing in programs that bring foreign educators here as consultants to help in developing language and cultural curricula. **Page 6.**

Alternative Certification
Advocates of an alternate route to teacher certification in Idaho have vowed to press the issue in the legislature next year in the wake of a defeat before the state board of education. **Page 16.**

The Costs of Desegregation
The state of Missouri would rather pay for more of Kansas City's school-desegregation plan than allow a court-ordered local-tax increase to stand, the U.S. Supreme Court was told last week. **Page 18.**

On the Fast Track
Two bills that would authorize up to $600 million to improve teacher training and recruitment are said to have a good chance of winning Congressional approval after a Senate hearing last week. **Page 20.**

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ACROSS THE NATION

STATES

Illinois School Districts Can Sue For Asbestos Damages, Court Rules

Chicago and 33 other Illinois school districts can sue asbestos manufacturers and suppliers for damages, the state supreme court has ruled.

The decision, handed down late last month, upholds a lower-court ruling that the districts may proceed with a lawsuit charging that more than 70 asbestos makers and suppliers were negligent and can be held liable for making or selling a product that they should have known was dangerous.

Susan Einspar-Wayne, a lawyer for the Chicago district, said Chicago schools will seek to recover the estimated $500 million to $1 billion that will be needed for asbestos-control projects.

■ **An order by the New York Commissioner of Education to exempt schools from some requirements of the state's school asbestos-safety law could save schools as much as $500 million,** the New York State School Boards Association has estimated.

Acting on a petition from the association, Thomas Sobol, the state Commissioner, decided that school personnel who have received 16 hours of training accredited by the U.S. Environmental Protection Agency may perform certain small-scale abatement projects.

New York regulations had required schools to hire consultants even for small asbestos-control projects.

■ **The New England Board of Higher Education has approved a plan to allow Massachusetts students to continue to receive reduced-tuition benefits at public colleges and universities in five other New England states.**

The tuition benefits were threatened by the fiscal crisis in Massachusetts, which led Gov. Michael S. Dukakis to freeze and partially veto the state's appropriation for the higher-education board. Without funding from the state, the agency was prepared to cut off services—including reduced tuition under the Regional Student Program—to Massachusetts residents.

Under the program, students from one state can attend public universities in other New England states and pay the in-state tuition rate, plus a 25 percent surcharge. The program is open to those pursuing specialized degree programs not available at public institutions in their state.

Under the plan approved by the board last month, the surcharge for Massachusetts students will be increased from 25 percent to 50 percent, thus providing funding to allow the state to remain in the Regional Student Program. The higher-education board says officials in other states probably will not increase their surcharges until the 1990-91 school year.

Even with a doubling of the surcharge, tuition for students in the program will remain substantially below out-of-state rates. For example, out-of-state tuition at the University of Connecticut is $5,820. But a Massachusetts resident who attends the school under the R.S.P. program with a 50 percent surcharge on in-state tuition will pay $2,460.

■ **Beginning in 1990, some vocational-education courses in South Dakota high schools may be used to satisfy graduation requirements,** the South Dakota Board of Education has decided.

Officials said the new policy could help reduce the dropout rate by providing new opportunities for students who shy away from such academic subjects as math, science, and English.

Under the new program, students will be able to use credits from courses in agriculture education, vocational business and office education, or vocational home economics to fulfill one requirement in each academic area.

The state board of regents must still decide whether the academic equivalent credits will meet college-entrance requirements.

■ **Officials of the Iowa State Education Association say a recent poll commissioned by their union shows a significant increase in public support for higher teacher salaries.**

Results of a statewide survey of 606 voters conducted in September and released last month show that 44 percent of voters who were polled said they thought teachers were paid too little; only 28 percent of voters surveyed in a 1979 poll responded in that way.

Seventy percent of voters in the new survey favored increased state expenditures on public schools, according to union officials.

Union officials said they would use the poll results to push for a $2,000-a-year pay increase for teachers and for a minimum starting salary of $22,000.

DISTRICTS

F.B.I. Investigates Racial Incidents At Suburban Denver High School

A series of racial incidents at a high school in Evergreen, Colo., has drawn the attention of the Federal Bureau of Investigation and sparked concern among students, school officials, and community residents.

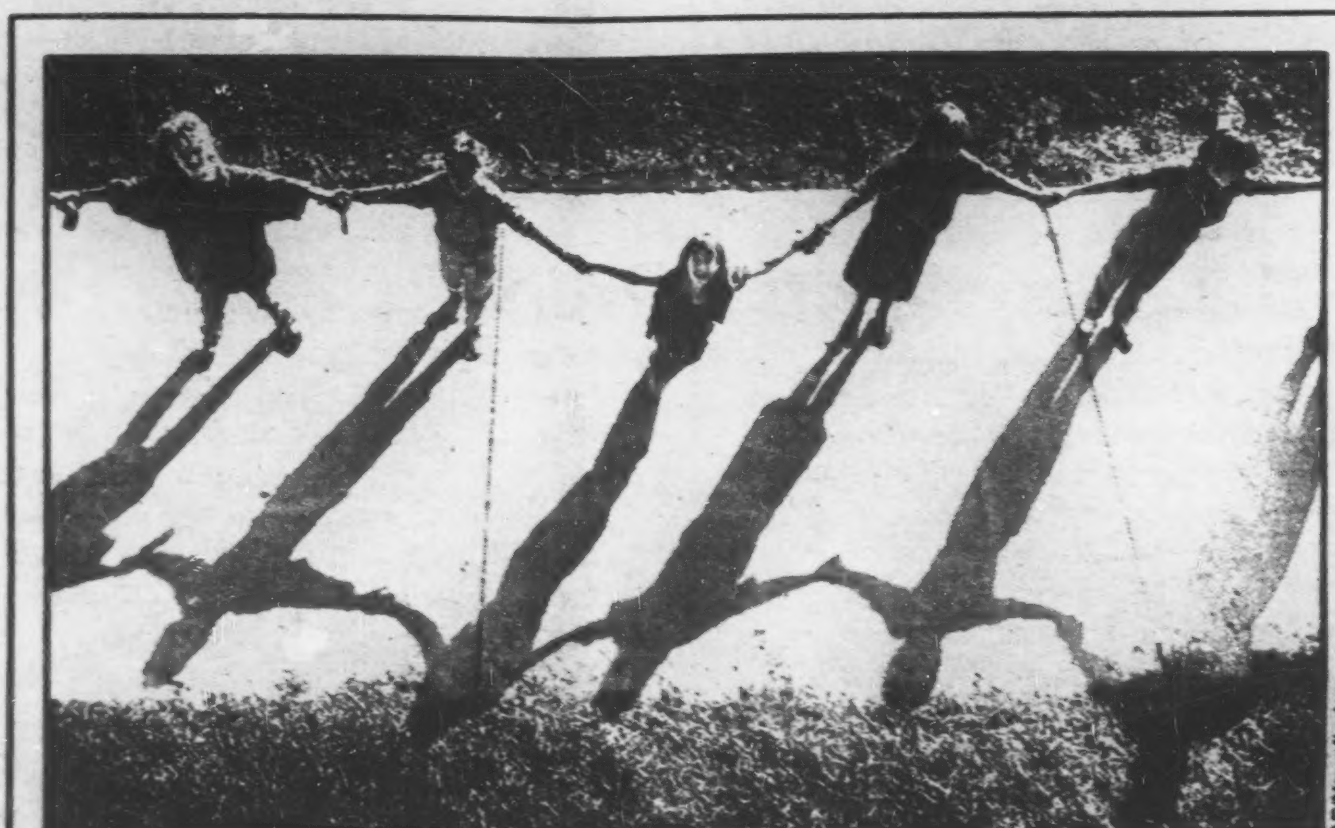
The lone black faculty member at Evergreen High School in the Jefferson County School District in suburban Denver last month received a threatening note that included racial slurs.

Three weeks earlier, three black students transferred from the school after a group of white students claimed that they had organized students to vote for white student groups at a school "lip sync" music contest. The black students had won the contest the previous year.

Last spring, and again on a recent weekend, graffiti insulting blacks and Jews were found on school walls.

Only seven black students remain at the school, and some parents have charged that they have been harassed with racial epithets by a small but unidentified band of white students.

An F.B.I. agent visited the school late last month to gather information for the U.S. Justice Department's office of civil rights.



AP/Newsfinder

JOINING HANDS—Chanting "We want our world to be one that is drug free," students at Rudolph (Wis.) Elementary School join hands and circle the school on Oct. 24 in observance of "National Drug-Free America Week."

The Colorado Civil Rights Commission is also investigating the incidents.

The school's principal has formed a task force to examine the problems, and students last week held a rally in support of racial tolerance.

"There is a great deal of concern in the community," said Marilyn Salzman, a spokesman for the district.

■ **Philadelphia officials are sifting through employee records following an audit that found dozens of people who were working for both the city and the school district in apparent violation of the city charter.**

The September audit by the acting city controller identified 72 people on the payrolls of both agencies. The city's charter forbids city employees from working for another public agency.

The audit also turned up cases of alleged fraud in which, for example, employees were scheduled to work at both agencies during the same hours or had allowed no travel time between jobs.

The 72 employees were among 530 employees whose Social Security numbers turned up on both the school district's and the city's payrolls in 1988, according to Connie C. McCalla, the school district's acting executive director of human resources. She said last week that both the city and the school district were poring over the original list of 530 to determine how many of those dual employments were illegal.

■ **The superintendent of the Fairfax County, Va., schools has proposed that the school day be restructured to provide a seventh class period for 7th through 12th graders and more time for music and art classes in the district's el-**

In Poll, College Faculty Say Students Are Underprepared in the Basic Skills

By Mark Walsh

College undergraduates are ill-suited for the academic rigors of higher education, are underprepared in basic skillls, and do not work as hard at their studies as they should, say a majority of college faculty members in a new survey.

More than two-thirds, or 68 percent, of the 5,000 faculty members surveyed earlier this year by the Carnegie Foundation for the Advancement of Teaching said their institutions spend too much time and money teaching students what they should have learned in high school.

Three-fourths of those surveyed said that the undergraduates in their courses are seriously underprepared in basic skills. Only 24 percent agreed that undergraduates are "now more willing to work hard in their studies," and 55 percent said students only do enough work to get by.

Education Faculty Least Harsh

Education-school faculty members were the least harsh in their judgment of students' academic preparedness, the survey data show, possibly because of their more intimate knowledge of the challenges faced by precollegiate educators, some analysts suggested.

"Faculty have always been less than fully satisfied about the academic seriousness of their students, but trendlines reported here reinforce the fact that colleges can be no stronger than the nation's schools, and that public education, despite six years of reform, is still producing inadequately prepared students," writes Ernest L. Boyer, president of the Carnegie Foundation, in a foreward to the report, "The Condition of the Professoriate: Attitudes and Trends 1989."

"There is clearly this sense of frustration and critical judgment about students," Mr. Boyer added in an interview. "The trends suggest that dissatisfaction is increasing over the years, rather than declining."

Mr. Boyer concludes in his foreward to the report that college faculty should join with precollegiate educators to help strengthen academic standards in the schools, with a special focus on the writing proficiency of students.

"It's not enough to complain," Mr. Boyer said. "These data suggest more urgently the need for partnership between schools and higher education."

College professors apparently agree, since 82 percent of respondents said faculty members in high schools and colleges should work together to improve education.

The new survey is the fourth in a series undertaken by the Carnegie Foundation, and the first since 1984, when the education-reform movement was just gaining steam. The survey does not provide longitudinal data for all questions because many were not asked in past surveys.

However, on the question of whether colleges spend too much effort teaching what students should have already learned, the survey shows that faculty are as dissatisfied today as they were in 1984, when an identical 68 percent responded "yes."

Sharp Divergence

In a series a questions related to the academic preparedness of students, faculty in education schools differed sharply from their colleagues in such disciplines as the biological sciences, business, engineering, humanities, mathematics, physical sciences, and social sciences.

For example, while 72 percent of mathematics faculty and 64 percent of all faculty agreed that too many students who are ill-suited to academic life are enrolling in college, only 40 percent of education professors thought so.

Furthermore, while 80 percent of math professors and 75 percent of all faculty said students are underprepared in basic skills, only half of education professors agreed.

And while 75 percent of physical-science professors and 68 percent of all faculty said their colleges spend too much making up for what students did not learn in high school, only 43 percent of education professors agreed.

'Interesting Contrast'

Mr. Boyer called those findings an "interesting contrast" that merits further study.

"Whether their standards are less harsh, or they have a greater understanding of the problems in the schools, is really hard for me to interpret," he said.

David G. Imig, executive director of the American Association of Colleges for Teacher Education, said education professors' perceptions may differ because they are much closer to the world of precollegiate education.

"They spend an appreciable part of their academic life back in the K-12 setting, so they have an understanding of the constraints and limitations faced by teachers," he said.

Education-school faculty, he added, "would be less prone to scapegoat deficiencies in higher education and say, 'These are the students we have. Those who had them before did the best they could, now it's our responsibility.' "

Among the survey's other findings:

- Fifty-six percent of all faculty surveyed said undergraduate education would be improved by less emphasis on specialized training and more on broad liberal education. That response rate is up from 53 percent in 1984.
- Sixty-seven percent said there has been a widespread lowering of standards in higher education. Fifty-seven percent added that undergraduate-admission standards should be increased, and 43 percent said standards for obtaining a bachelor's degree should be toughened.
- Thirty-three percent agreed that there is more alcohol abuse among undergraduates than there was five years ago, but 20 percent disagreed.
- Thirty-three percent said there is more drug abuse by students than five years ago, but 25 percent disagreed.

Copies of the survey are available for $12 each from Princeton University Press, 3175 Princeton Pike, Lawrenceville, N.J. 08648.

Attitudes of College Faculty On Student Preparation, Standards

	Agree	Neutral	Disagree
The undergraduates with whom I have close contact are seriously underprepared in basic skills:			
All Faculty	75%	9%	15%
Department			
Biological Sciences	75	7	18
Business/Communications	75	11	14
Education	**50**	**21**	**28**
Engineering	69	15	17
Humanities	79	7	15
Mathematics	80	10	10
Physical Sciences	72	13	15
Social Sciences	76	8	16
Other	79	8	13
Most undergraduates at my institution only do enough to get by:			
All Faculty	55%	12%	33%
Department			
Biological Sciences	54	11	35
Business/Communications	54	11	35
Education	**33**	**21**	**46**
Engineering	49	13	38
Humanities	62	8	30
Mathematics	55	20	25
Physical Sciences	59	10	31
Social Sciences	59	12	29
Other	50	13	37
There has been a widespread lowering of standards in American higher education:			
All Faculty	67%	15%	18%
Department			
Biological Sciences	71	12	17
Business/Communications	66	13	21
Education	**48**	**20**	**32**
Engineering	63	22	14
Humanities	72	13	15
Mathematics	63	21	16
Physical Sciences	70	15	15
Social Sciences	67	18	16
Other	65	15	20

SOURCE: Carnegie Foundation for the Advancement of Teaching

Houston Officials Develop 'Action Plan' for School After Students Walk Out To Protest 'Benign Neglect'

By Ann Bradley

The Houston Independent School District has developed an emergency "action plan" for Stephen F. Austin High School following a walkout last month by hundreds of students at the school, which has been in turmoil since classes opened.

The demonstration on Oct. 20 by approximately 800 of the school's 2,881 students was sparked by weeks of confusion over scheduling and lack of textbooks, district officials said.

But community leaders and the president of the local teachers' union said the incident also reflected the overcrowding and high dropout rates that plague schools in Houston's rapidly growing Hispanic East Side.

"It's been coming for a long time," said Gayle Fallon, president of the Houston Federation of Teachers. "It's a problem of 20 years of benign neglect of the schools, and of a shifting population."

In addition to overcrowding at Austin, which was designed to hold 2,506 students, "the three middle schools [that feed Austin] are all bursting at the seams," Ms. Fallon added.

The student unrest at Austin spread to Stonewall Jackson Middle School on Oct. 30, when between 75 to 100 students left campus. The students, who knocked over trash cans in the neighborhood, tried to enter the Austin campus but were prevented by security guards, according to Rea Griffin, the district's director of media relations.

Eventually, the students commandeered a beer truck and began throwing beer cans, Ms. Griffin said. They were returned to the school, where they faced disciplinary action.

Principal Reassigned

Since the walkout, Austin's principal, Otilia Urbina, has been reassigned to an administrative position writing grant proposals.

"There was not a good administrative match there at the school," Ms. Griffin said.

In Ms. Urbina's place, a 12-member task force of administrators, overseen by a district monitor, has been assigned to manage the school.

Ms. Urbina, a former elementary-school principal, was named principal of the troubled school in March, after working in health education at a local hospital.

Before her appointment, a similar district team ran the school, which is 93 percent Hispanic and whose students score below average on state basic-skills tests. The school's dropout rate is 18.8 percent, according to the district.

The protest was fueled by weeks of confusion during which students' schedules repeatedly were changed. Some students were assigned to classrooms that turned out to be restrooms or broom closets.

Students also complained they lacked textbooks and basic supplies.

"We had children in their senior year who were put into classes they'd already had," Ms. Fallon said. "We have lost five weeks of school in a school with a tremendously high dropout rate."

Action Plan

In response to the student protest, Joan Raymond, the district's superintendent, and other district officials met throughout the weekend to draft an "action plan" for the school.

The following Monday, 35 counselors were assigned to the school to meet with students who had scheduling problems. With the exception of one Spanish textbook, the necessary books for the school year also were delivered to the school that week, Ms. Griffin said.

In response to students' complaints about a lack of bilingual counselors, the district has asked the Texas Education Agency for permission to place certified bilingual teachers in counseling positions at Austin until certified bilingual counselors can be hired.

An "at-risk coordinator" also has begun to work with students in danger of dropping out.

Austin's honors, magnet, and English-as-a-second-language programs are scheduled to be "reviewed and expanded to meet student interest and ability," according to the district's plan. The extracurricular program also will be reviewed and "expanded wherever possible."

The school is slated to receive $4 million in improvements next year.

An Austin High School Reform Committee, consisting of students, staff, parents, and community members, is being created as a permanent forum for developing recommendations for school improvement.

Students who participated in the walkout, which was described as orderly and well-planned, will be excused for their absence, provided they make up missed schoolwork, the district has announced.

Teachers Sympathetic

Ms. Fallon said teachers at the school generally supported the student protest because they share the same complaints.

In mid-September, 70 of Austin's teachers signed a petition to Ms. Urbina listing 106 areas that needed improvement, Ms. Fallon said.

The complaints included lack of paper, textbooks, and chalk; overcrowded classes of up to 60 students each; a computer class that was assigned to a room with no electrical outlets; and overcrowding in the cafeteria, which was designed to accommodate 750 students but frequently was used by up to 900, Ms. Fallon said.

"What we got back was, 'Give me time,' " said Ms. Fallon, who faulted the school system for assigning a former elementary principal to a complex high school like Austin.

The troubles at Austin were the subject of a recent meeting between the Houston Hispanic Forum—a nonprofit community agency—Ms. Raymond, parents, students, local politicians, and school-board members.

Dorothy Caram, president of the forum, described the meeting as calm, but said Hispanic parents are becoming increasingly aware of the educational problems.

The students' parents, she said, "are very concerned, because they want their students to come out of there with an education, and not just be given a degree."

Roman Martinez, a state representative from Houston's east side, agreed. "We have students who are telling us, 'We want to get a good education.' They say, 'You're not giving us the resources.' "

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This Week's Forum: Page 21

EDUCATION WEEK

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Postponement of Child-Care Bill Spurs Fears About Its Prospects

By Deborah L. Cohen

WASHINGTON—Congressional leaders have postponed action on child-care legislation until next year, a move advocates warned last week could impede the bill's momentum in the 101st Congress.

"The decision to basically kill the bill for this session has seriously jeopardized the possibility that Congress will pass a major child-care initiative before the 1990 elections," said Michael Edwards, manager of Congressional relations for the National Education Association. "The longer it languishes, the more difficult it will be to reinvigorate it."

Agreement on a child-care package this month by conferees from the House Education and Labor Committee and the Senate Labor and Human Resources Committee had bolstered proponents' hope that the Congress could pass a bill before adjourning for the year. *(See Education Week, Nov. 15, 1989.)*

But House leaders concluded last week that the measure was dead, according to aides, when they were unable to press Ways and Means Committee members to proceed with adding a separate package of tax credits and block grants to the education panels' proposal.

Representatives Thomas J. Downey of New York and George Miller of California, both Democrats, had favored substituting the separate measure—which included an expansion in the earned-income tax credit and an increase in the Title XX Social Services Block Grant—for state child-care grants included in the education panels' agreement.

The state grants—part of a $1.7-billion plan that included funds for school-based child care, Head Start expansion, and child-care standards and training—were included in a part of the pact known as

Continued on Page 18

Keith Boyer/ Birmingham Post Herald

Kyle Muir, 3, completes a puzzle at a Birmingham, Ala., child-care center.

State Chiefs Fail To Reach Accord On School Goals

Council Appoints Panel To Propose Statement

By Reagan Walker

OKLAHOMA CITY—In a lively discussion on the effort to set national performance goals for education, state school chiefs meeting here last week failed to reach agreement on exactly what the goals should be and how progress toward those goals should be measured.

Instead, the Council of Chief State School Officers decided to appoint seven of its members to prepare a consensus statement for presentation at a Dec. 7 hearing sponsored by the National Governors' Association.

The meeting will be the first public follow-up to the education summit convened by President Bush with the nation's governors in September. At the summit, the participants signed a joint statement agreeing to establish national goals and to work for more flexibility in federal education funding.

Gov. Bill Clinton of Arkansas, a lead governor in the goal-setting process, advised the group to formulate clear and specific testimony for the December meeting. The council must be able to justify any exact numbers and timetables outlined in its proposed goals, he added.

Ted Sanders, the U.S. Undersecretary of Education, encouraged the chiefs to consider all possible areas where goals might be set, not just the seven in the summit statement.

[The joint statement released at the close of the summit said the goals will

Continued on Page 6

Private Placement of Spec.-Ed. Students Straps Districts

By Debra Viadero

When several disabled children moved into Dedham, Mass., last year, the town found itself in a fiscal dilemma confronting many other small communities across the country.

Under federal and state law, the children were entitled to special-education services. But under the town's financial constraints, paying for the privately run programs they needed—a $39,000-a-year day school in one boy's case—would have plunged the community deeply into debt.

Dedham school officials tackled the problem by hunting up cost savings in other areas. They put off building repairs, cut back on custodial help, and left a teaching vacancy unfilled in a program for gifted and talented students.

But such solutions, they say, are temporary at best.

"If these kinds of costs continue to rise," said Patricia Walsh, the district's special-education director, "there's no way the school department can provide all the things that every kid needs and still meet the legal requirements for special-education students."

Similar warnings are coming from special educators wrestling with their own budget problems in a number of other states. While each situation is distinguished by its own regional complexities, a common bogeyman surfaces in them all: The high cost of placing handicapped children in private settings.

"It's come down to a wrestling match between human rights and economics," said Johnathan McIntire, director of programs at the Vermont Achievement Center, a privately run day program in that state. "As one legislator put it to me,

Continued on Page 10

S.C. Board Adopts Regulatory Relief for Top-Scoring Schools

By Ellen Flax

The South Carolina Board of Education has approved a sweeping deregulation plan that will give an unprecedented degree of regulatory relief to about one-tenth of the state's approximately 1,000 schools.

Under the measure, schools with a history of superior academic achievement will automatically be released from numerous state regulations governing staffing, class scheduling, and class structure.

Among other exemptions, principals in such schools will no longer have to be certified as a principal, and teachers, with the exception of special-education instructors, will not have to be certified in the subject areas in which they teach.

The approximately 100 schools that

Continued on Page 16

A.F.T. Reaches Out to Poland, Hungary

U.S. Educators Introduce Democracy to East European Schools

By Robert Rothman

As democratic stirrings sweep through Eastern Europe, American educators are working to help their counterparts there foster the teaching and practice of democracy in schools.

Over the past year, officials from the American Federation of Teachers have been meeting with teachers'-union representatives in Poland and Hungary to discuss ways of bringing about greater democratic control over school decision-making.

And this month, the education historian Diane Ravitch, who has been an influential voice in the debate over social-studies instruction in this country, traveled to Poland to introduce teachers and education officials to ways of teaching about democracy.

Such efforts, said Ms. Ravitch, an adjunct professor of history and education at Columbia University's Teachers College, represent "the beginning of a lengthy conversation" with the fledgling democracies of the once-monolithic Soviet bloc.

"The process of change does not occur easily or spontaneously," she said in an interview. "They have a long tradition of education by authority. I don't think anybody thinks things will happen quickly."

Although contacts between educators in the United States and the Soviet Union have grown rapidly under President Mikhail S. Gorbachev's policy of

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A lawsuit will test the approved anti-busing initiative.

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Voter backlash becomes a school-reform consideration.

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Opposition softens on the idea of 'flexible' funding rules.

IN SUMMARY

Boston Teachers Eye Strike
Six months after Boston teachers and school officials agreed on a new contract, union members are considering a one-day strike to protest the city's inability to pay for the contract. **Page 4.**

The Democrats Take Advice
A group of moderate Democrats meeting in Washington last week to promote a "mainstream agenda" for their party heard differing advice on school issues from two prominent educators. **Page 5.**

Lunchtime Tragedy
Seven students were killed and another 18 injured in Newburgh, N.Y., last week, when high winds caused a wall to collapse during lunchtime in a crowded elementary-school cafeteria. **Page 7.**

Maryland's Reform Measure
A major new school-reform effort in Maryland ignores the needs of teachers and denigrates their efforts, the head of the state's largest teachers' union charged last week. **Page 14.**

Easing a 'Bankruptcy' Law
The Kentucky board of education last week voted to ease the state's "academic bankruptcy" law as it applies to school districts with heavy concentrations of students from low-income families. **Page 15.**

Funding Bill Near Approval
The Congress last week neared final approval of legislation providing 1990 funding for the Education Department, and began on plans to reverse last month's automatic budget cuts. **Page 17.**

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FORUM
Reducing Class Size — Affordable? Efficient?
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ACROSS THE NATION

NATIONAL

Catholic Bishops Revoke Support For Information on Condoms

The nation's Catholic bishops have approved a statement that removes the church's qualified support for AIDS-education programs that include information about condoms.

"Education in human sexuality which tells young people in effect that abstinence and 'safe sex' are equally acceptable options sends a contradictory, confusing message," states the document approved earlier this month at a meeting of the National Conference of Catholic Bishops.

The new policy supersedes a 1987 statement that allowed discussion of condoms in education programs. That document, while restating traditional church doctrine on sexuality—which strongly condemns extramarital sex and artificial means of contraception—acknowledged that "some people will not act as they can and should." *(See Education Week, Oct. 25, 1989.)*

STATES

Indiana Board Votes To Proceed With School-Accreditation Program

The Indiana Board of Education has voted to proceed with a performance-based accreditation program it had put on hold last month.

The board had suspended the program—which rates schools on the basis of such factors as pupil test scores and attendance and graduation rates—after the education department released a list of 65 schools that failed on initial review to qualify for immediate accreditation. *(See Education Week, Oct. 18, 1989).*

In the wake of strong public reaction to the list, the board raised questions about the accreditation process and asked for a briefing from department officials.

Although board members indicated at the briefing this month that they may seek regulatory and legislative changes, "they decided they needed to move forward" with the next phase of accreditation, a department spokesman said.

The spokesman said some members recommended withholding in the future the names of schools that fail the initial review until on-site reviews can be conducted to determine if there were "mitigating circumstances."

The department is expected to report back to the board with the results of its on-site reviews early next year.

■ **A multi-state investigation of antitrust violations in the sale of food to schools has uncovered an alleged bid-rigging conspiracy in Kentucky**, officials said.

G. Maurice Binder, a former sales manager for Flav-O-Rich Inc. in London, Ky., has pleaded guilty in federal court to helping rig bids in the sale of milk to school systems in the south-central region of the state.

The antitrust violations are part of a larger alleged conspiracy in which milk distributors tried over several years to eliminate competition by agreeing in advance who would submit the low bids for milk contracts with school districts, according to Robert E. Trevey, chief of the criminal division of the U.S. attorney's office in Lexington, Ky.

A plea-bargaining agreement protects Mr. Binder from further prosecution if he cooperates with an ongoing investigation of alleged bid rigging in Kentucky and Tennessee, officials said.

Similar state and federal investigations have led to convictions or civil settlements against milk and bread contractors in Florida and Georgia.

■ **The county "teacher of the year" in Moultrie, Ga., will take her case to the superior court of Colquitt County following the state board of education's decision to uphold her dismissal by the local school board on grounds of "immorality."**

And, contending that her civil rights have been violated, Vicki Sherling also plans to file a lawsuit against the school district, according to her lawyer, William Norwood.

A jury acquitted Ms. Sherling last August on charges of helping her husband grow marijuana in their backyard greenhouse. *(See Education Week, Sept. 13, 1989.)*

At its Nov. 9 meeting, the state board of education voted 4 to 3 to uphold Ms. Sherling's dismissal, concluding that there was sufficient evidence to support the local board's decision, said James Smith, the state board's chairman.

"The four members of the board determined that evidence indicating that marijuana was being kept in the bedroom where she slept was enough grounds to uphold the local board's decision," Mr. Smith explained.

Ms. Sherling intends to defend her right to teach on the basis that she was denied due process, said Mr. Norwood, noting that the "statute which gave the local board the right to fire her on the basis of 'immorality' does not specify what constitutes immorality."

Mr. Norwood also asserted that statements made by members of the local board before their decision indicated that Ms. Sherling's case had been prejudged.

Would You Give This Man a Job?

Most school districts across the country would leap at the opportunity to hire a teacher-candidate who holds degrees in philosophy, political science, and law, and who has expressed great interest in working at an entry-level job in an inner-city school.

They would be even more interested if the candidate were politically well-connected and a prominent member of the community.

Not so Philadelphia.

For more than two months, local school officials have put on hold an application from a candidate who holds all those credentials and more. And who happens to be the former state secretary of education to boot.

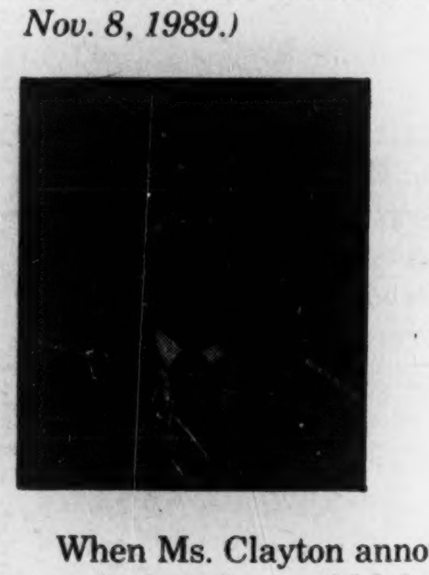
The candidate in question, Thomas K. Gilhool, does indeed hold degrees from Yale University in those fields and was a Fulbright Scholar in town planning at the London School of Economics.

Mr. Gilhool decided to pursue a new career as a public-school history teacher after resigning as secretary of education last June during a dispute over special-education funding.

When he recently took the district's teacher examination, he reportedly scored third out of the 57 candidates taking the test that day. (Mr. Gilhool did not return repeated telephone calls to his home and office.)

But despite his eminent qualifications and his willingness to take a cut in pay from the $55,000 a year he earned as a public-interest lawyer to the $25,000 he will make as a first-year teacher, Mr. Gilhool's application was put on hold in September.

The application was delayed after Superintendent of Schools Constance Clayton voiced suspicions that, because Mr. Gilhool was tested in a separate room from the other candidates, he had been given favorable treatment. *(See Education Week, Nov. 8, 1989.)*



Thomas K. Gilhool

When Ms. Clayton announced last month that she would take disciplinary action against six of her aides who were involved in processing Mr. Gilhool's application, the school board began its own inquiry into the matter.

Mr. Gilhool's quest became something of a cause célèbre in the City of Brotherly Love, and *The Philadelphia Inquirer* characterized the situation as "absurd" and called on the school board to "clear away the remaining obstacles in his path."

The board's two-week investigation, which ended Nov. 8, did just that. The board not only concluded that staff members involved with Mr. Gilhool's application committed no improprieties, but it cleared the way for the former education secretary to begin his new career as a teacher.

As of last week, school officials said, Mr. Gilhool was still choosing a school. —J.W.

Correction

Due to a writing error, an article on Seattle's election returns in the Nov. 15 issue incorrectly reported the winner in the mayoral race.

Norm Rice, a veteran city councilman who campaigned against the city's anti-busing initiative, was elected mayor.

Michael White was elected mayor in Cleveland.

DISTRICTS

Watchdog Group Calls Remediation Inadequate in New York City

Plagued by inadequate funding, a cumbersome organizational structure, and cursory monitoring, New York City's remedial programs often fail to ensure that all students receive training in basic skills, a report by a civic watchdog group concludes.

Despite a $231 million budget for remediation, the report by the Educational Priorities Panel notes, many elementary students eligible for services do not receive them, particularly in mathematics.

For example, more than 40 percent of 4th graders entitled to receive math remediation do not receive services, the study found, and neither the state department of education nor the city's board of education checks whether all students actually receive services to which they are legally entitled.

In addition, it found, schools often hire paraprofessionals to teach remedial classes, even though such instructors are less prepared academically than regular teachers and lack opportunities for class preparation. Moreover, it states, schools tend to rely on "pullout" programs, "despite the scheduling difficulties and stigma this model engenders."

The panel recommends that the state fully fund its remedial mandate, and reconsider the rate at which it reimburses the district for remedial services.

■ **The Detroit school board has voted to end its practice of issuing two categories of high-school diplomas—one for students who have passed the minimum number of required courses, and one for those who also pass a locally developed proficiency test.**

The nation's seventh-largest school system began issuing "endorsed" diplomas 10 years ago for those passing the proficiency test, and will eliminate the distinction by 1993 under a resolution passed last month.

The board will await recommendations from the district's staff before deciding whether to require all students to pass a proficiency test or some other measure of their achievement as a requirement for receiving a diploma.

■ **The Detroit public schools should consider creating magnet schoots and other means of encouraging mixing between city and suburban students**, according to a new report commissioned by the Michigan Department of Education.

Because Detroit's mostly poor and black students rarely come into contact with positive role models, concludes the report, by the Washington D.C.-based Institute for Educational Leadership, the public school system faces nearly insurmountable obstacles in educating its students.

Magnet schools located in Detroit but staffed by suburban educators would be one means of attracting white and middle-class students back into Detroit, states the report's author, Harold Hodgkinson, a researcher who has gained national recognition for his forecasts of changes in student demographics.

Donald Bemis, Michigan's superintendent of schools, endorsed the report's findings, but said he would confer with suburban school officials before making his own recommendations.

■ **A 17-year-old boy at Alfred E. Smith High School in New York City was shot to death last week, apparently accidentally, by another student who had brought a gun to school.**

Police are investigating the shooting to determine whether it was an accident. They have arrested a 15-year-old boy, but because he is a minor, his name has not been released.

The boy has been charged with second-degree manslaughter and possession of a deadly weapon.

According to police, the gun went off while the boy was "handling" the weapon in a school hallway, and there was no dispute.

School officials identified the victim as Alexander Stephens. He was hit with a single bullet in the chest while standing nearby, and was pronounced dead upon arrival at Lincoln Hospital.

■ **The Aspen, Colo., school district plans no changes in its policy on guest speakers despite a furor in recent weeks over school visits by an anti-fur group.**

Officials at Aspen Elementary School say they were caught off guard by the tone of a presentation by representatives of a local animal-rights organization and an anti-fur group.

"I thought they were going to be discussing the humane treatment of animals," said Barb Tarbet, principal of the school.

The speakers went beyond that, she said, by advocating anti-fur themes and showing a film of leg-hold traps and caged animals on a fur farm.

"It did get a little bit political, which I was not happy about," she said. "I'm not sure it is an issue I would bring into the elementary school."

The groups also made presentations at the district's middle and high schools.

The school board discussed the issue, including some board members' complaints that their children came away from the talks vowing not to eat hamburgers and other red meat. However, the board decided to leave it up to building principals to decide about visiting speakers.

In the future, Ms. Tarbet said, she would try to make sure discussions about controversial issues are balanced and appropriate for the age group of students in her school.

■ **The University of Hartford has announced a plan to offer half-price tuition for any student from a public or private high school in the city of Hartford.**

The university will cut tuition in half, to $5,496, for all high-school graduates from Hartford who meet admissions requirements.

Humphrey Tonkin, president of the private university, said in announcing the program last month that he wanted to help the city's 25,000 schoolchildren, 92 percent of whom are members of minority groups and from low-income families.

About 1,000 seniors who attend three city high schools, a Roman Catholic high school, and a state-run vocational school will be eligible for the reduced tuition beginning next fall.

■ **Members of the District of Columbia Board of Education have attempted to block plans by Mayor Marion Barry to visit schools to gain support for his reelection.**

R. Calvin Lockridge, a board member, reportedly accused Mr. Barry of "trying to 'out politic' " Jesse Jackson, who has been touring the city's schools in an effort to encourage parental involvement in education. Many observers believe Mr. Jackson will enter next fall's mayoral race, although he has denied it.

City officials say Mr. Barry is planning a series of visits to city schools over the next several months.

Observers say board members are also concerned about the mayor's planned visits to schools because of his alleged involvement in a drug scandal. A former city employee who was arrested on drug charges claims that Mr. Barry purchased crack cocaine from him earlier this year. The Mayor disputes the charges.

DIMENSIONS

Educational Attainment in the U.S.

While the large difference in the percentage of white and black Americans who complete high school has decreased since the 1940's, the two groups remain far apart in college-completion rates, according to recent data from the U.S. Census Bureau.

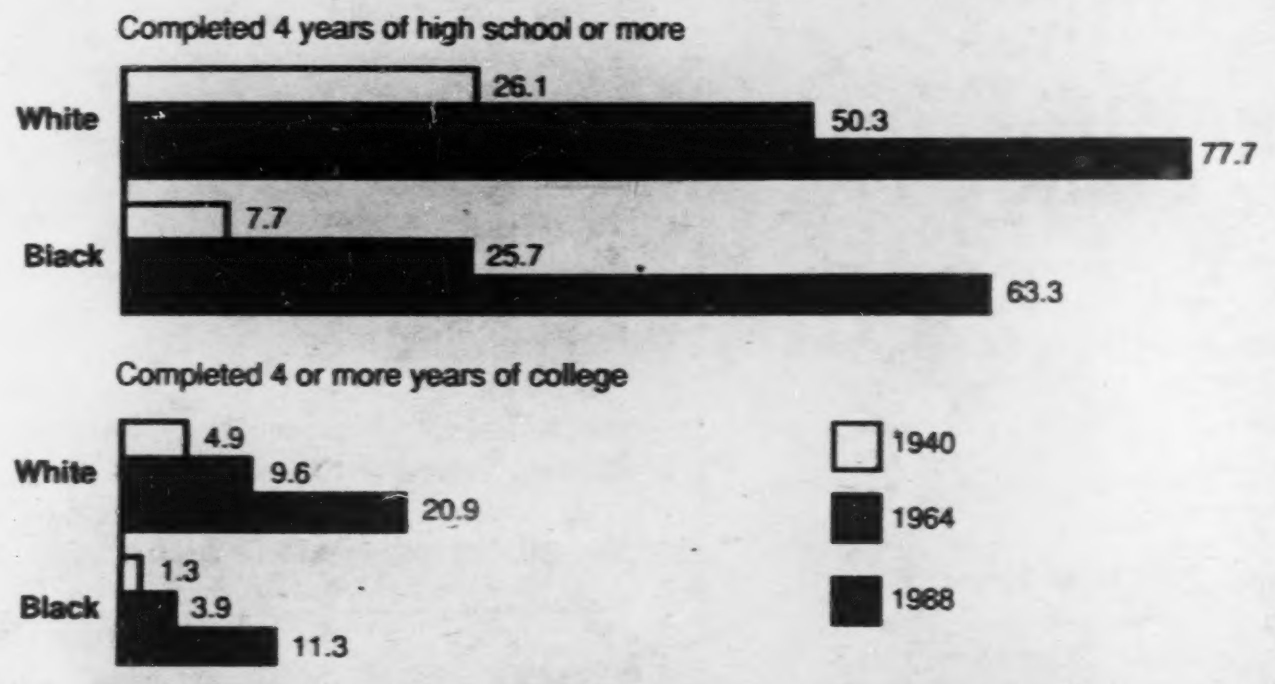
In 1988, 63.3 percent of all blacks ages 25 and over had completed four years of high school—a rate almost four-fifths that of the white population (77.7 percent), the bureau reports. The completion rate is even better for the younger end of that population—those ages 25 to 29—where 87 percent of whites and 81 percent of blacks had completed high school.

By comparison, in 1940, about 8 percent, and in 1964 about 25 percent, of blacks had finished high school.

The data show that more blacks than ever have finished college, but the gap between black and white college graduation rates remains wide. In 1988, approximately 21 percent of all whites ages 25 and over, but only 11.3 percent of all blacks, had completed four years or more of college. In 1940 and 1964, the figures for blacks were 1.3 percent and 3.9 percent, respectively.

The figure for the younger age group of blacks is essentially the same—only 12 percent of blacks ages 25 to 29 have completed college, compared with 24 percent of their white peers.

High School and College Graduates, by Race: 1940, 1964 and 1988 *



* Percentage of persons 25 years and over

UPDATE

■ **A three-judge panel of the U.S. Court of Appeals for the 11th Circuit has upheld the involuntary transfer of 114 DeKalb County, Ga., teachers as part of that district's effort to desegregate its schools.**

A federal judge ordered the transfers this summer before the 11th Circuit ruled in a separate action that the DeKalb County school district must take further steps to racially balance school enrollments. *(See Education Week, Oct. 25, 1989.)*

In its ruling this month, the 11th Circuit panel also denied requests by teachers' groups to become a party to the case, but said the groups could ask the lower court for permission to join the case in light of its earlier decision not to allow the case to be closed.

■ **An independent accounting firm has called for new elections in six of Chicago's local school-council races after finding such irregularities as electioneering too close to polling places and the intimidation of voters**, according to a spokesman for the district.

After examining 132 challenges to elections held in more than 500 local schools, the accounting firm also overturned the results of four races and declared ties in four others, the spokesman said.

Names will be drawn out of a hat to break the ties, and new elections will be held for the disputed seats later this fall, he said.

The elections were held to fill seats representing parents, teachers, and community residents on the 11-member councils, which will have the power to hire and fire principals, set budgets, and develop school-improvement plans. *(See Education Week, Oct. 18, 1989.)*

■ **Four students have been recommended for expulsion and one teacher is being reassigned in the wake of a violent, racially motivated outburst at Minor High School in Birmingham, Ala.,** last month. *(See Education Week, Oct. 25, 1989.)*

Following the incident—in which the school's principal and a student were stabbed—Herb Sang, superintendent of the Jefferson County Schools, recommended that Alvin Bonds, an auto-mechanics instructor, be dismissed for firing a gun in the air during the fight. The school board, however, reversed the decision because "they felt that the policy on bringing guns to school was not clear in the employee handbook," Mr. Sang said.

Instead, the board voted to have Mr. Bond reassigned and sent a letter of reprimand. Furthermore, said Mr. Sang, the board recommended that a new policy be written clearly prohibiting employees from carrying weapons.

Two or three police officers continue to patrol the campus part time, but school is basically back to normal, Mr. Sang said.

■ **A state judge in El Paso, Tex., has dismissed a lawsuit against the Canutillo Public Schools challenging the district's dress-code policy.**

Lawyers for the American Civil Liberties Union had filed the suit on behalf of two students who had been punished for wearing their hair below the collar in violation of a new district policy. *(See Education Week, Oct. 18, 1989.)*

The mother of one student, Ted Murgatroyd, claimed that a teacher gave her son a haircut at school when he refused to comply with the code.

School officials changed the policy after parents complained it was too restrictive.

Because of the policy change, Judge Edward Marquez of the 65th District Court granted a motion by district lawyers to dismiss the suit.

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Senators Call For Reduced Control Over Indian Aid

Tribes Should Allocate U.S. Funds, Panel Says

By Peter West

WASHINGTON—In a blueprint for what it calls a "New Federalism for American Indians," a Senate panel has proposed the gradual reduction of federal oversight for Indian programs and the rechanneling of billions of dollars in aid directly to tribal governments.

The tribes, which would negotiate formal agreements with the United States, would then be free to allocate the money any way they wished—for increased education, health care, and other social services, or for new efforts to regenerate the faltering Native American economy.

"Paternalistic federal control over American Indians has created a federal bureaucracy ensnarled in red tape and riddled with fraud, mismangement, and waste," the bipartisan Special Committee on Investigations charged in a report issued Nov. 17.

The 238-page document reflects testimony given during a series of Congressional hearings and fact-finding trips that were part of a two-year probe. It chronicles a widespread pattern of political corruption and mismanagement on reservations that has included rampant, unreported child abuse at federally run Indian schools.

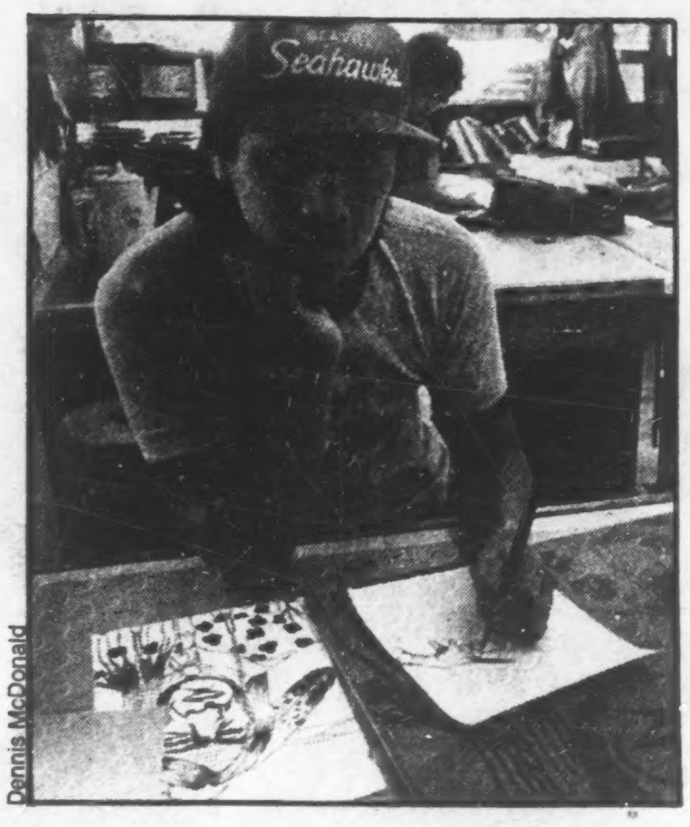
The report was released here at a press conference held by Senators Dennis Deconcini and John McCain, both of Arizona, and Senator Thomas A. Daschle of South Dakota.

The lawmakers blamed both the "benign neglect" of the Congress and denial of problems by federal agencies—particularly the Interior Department's Bureau of Indian Affairs—for the current state of unmet government responsibilities.

"In every area it touches," the report says, "the B.I.A. is plagued by mismanagement." This is so, it adds, despite many dedicated B.I.A. employees.

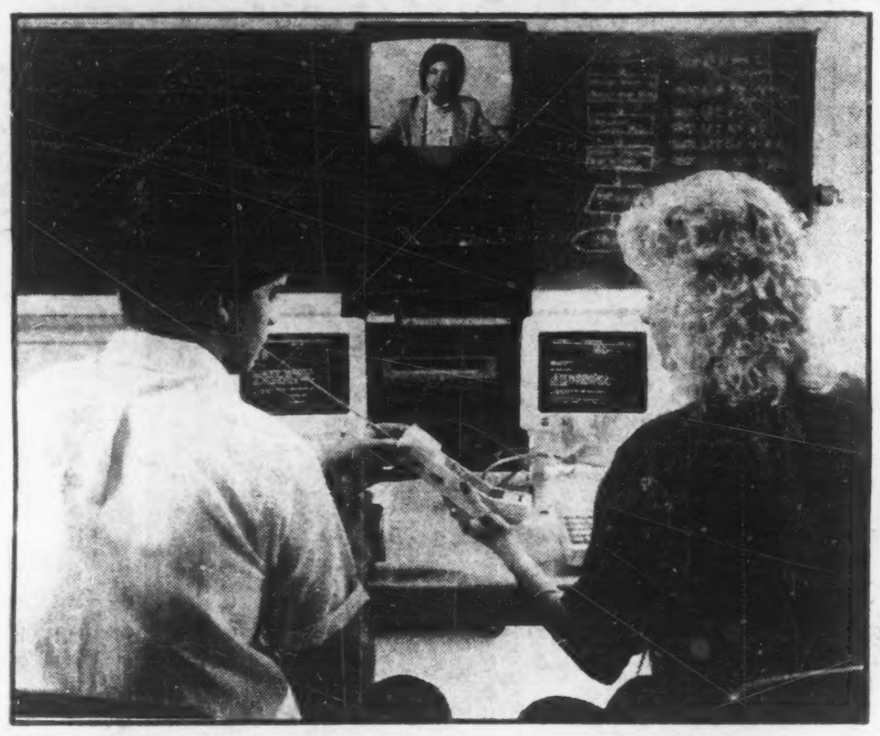
"The inability of so many good people to have a real impact," the document con-

Continued on Page 23


Dennis McDonald

Money for B.I.A.-controlled schools would be among the funding affected.

Schools' Interest in Learning by Satellite Surges



Students can use toll-free phone lines to talk to their TI-IN instructor or to their classmates across the country.

Seen as Vital Adjunct to Classroom Teaching

By Peter West

SAN ANTONIO—Three maps lining the walls of a small television control room here chart the rise of an educational phenomenon—an experimental state resource that grew into a national network for long-distance learning.

Patsy S. Tinsley, co-founder of what is now TI-IN Network Inc., the country's only for-profit purveyor of educational programming by satellite, admits that the venture "grew much faster than we ever dreamed it would."

The first of the maps, an outline of the state of Texas, proves her point. It shows the modest state of play in 1984, the year Ms. Tinsley and her partner borrowed $12 million to launch the Texas Interactive Instructional Network. Its mission was to beam courses developed by the Texas Education Agency into small, rural school districts unable to employ teachers in those subject areas.

Two years later, the company's name had been changed and its reach

Continued on Page 10

Alaska Governor's New Campaign: Endowment for His State's Schools

By Mark Walsh

Even though he is not running for reelection, Gov. Steve Cowper of Alaska is campaigning as hard as any candidate these days.

But instead of pursuing a second four-year term at the helm of the Last Frontier, Mr. Cowper is crusading for the creation of an educational endowment that, he argues, would provide a stable supply of money for Alaska's schools in the next century.

The oil royalties that currently provide most of the state government's revenues are already declining and cannot be counted on in the decades to come, he warns.

Mr. Cowper's solution is to set aside some of the earnings of the Alaska Permanent Fund—the massive account, currently worth $10.2 billion, that was established in 1976 with the state's first revenues from the the Prudhoe Bay oilfields—for a new Education Fund.

By the year 2000, he estimates, the Education Fund would be large enough to become a self-sustaining source of money for schools.

The 51-year-old Democrat's proposal has faced significant opposition in the state, however, from those who warn it could endanger the hefty earnings checks

Continued on Page 18

Researchers Propose National Curriculum To Ease Barriers Faced by Migrant Students

By Peter Schmidt

Policymakers should consider such measures as a national curriculum and high-school diploma for migrant students to help ease the unusual barriers to schooling such children face, a team of scholars recommends in a new report.

Financed by the U.S. Education Department, the report is based on a three-year ethnographic study of the children of migrant farm workers in nine states.

Drawing on thousands of hours of interviews with migrant families, the authors describe the existence of a "culture of migrancy" that "fosters its own continuance and is, in many ways, counterproductive to education."

"All migrant children are potential dropouts," the report concludes. "If children are needed in the fields for the family to survive, then that will take precedence over education or any other need the migrant child may have."

It notes that many migrant children drop out because they are enticed by the financial rewards of field work and discouraged by academic failure at school.

Among its other recommendations, the

Continued on Page 13

Board Reaffirms Plans To Reform Administration

By Ann Bradley

WASHINGTON—While acknowledging that some of its more controversial proposals may be modified, the National Policy Board for Educational Administration formally recommitted itself last week to the task of improving the preparation of school administrators.

The policy board encountered sharp criticism last spring when it released a report calling for an overhaul of how school administrators are recruited, trained, and certified.

At a meeting here last week, the policy board decided to incorporate as an independent organization under the leadership of Scott D. Thomson, the outgoing executive director of the National Association of Secondary School Principals. Mr. Thomson will assume his new duties March 1.

He replaces David L. Clark, a professor of education at the University of Virginia, who resigned last week as the board's executive secretary, effective Dec. 31.

"I am optimistic that we're on track and we will be a major player in the field of school administration and school leadership," Mr. Thomson said.

The policy board, which was formed in January 1988, is made up of representatives of 10 major national education associations. Its initial report, "Improving the Preparation of School Administrators: An

Continued on Page 9

Also in the news

5 **Seeking 'Radical Solutions'**
The idea of creating separate school programs for young black males gains currency.

8 **Altered Bilingual Rules**
Teacher shortages have led New Jersey to lift a stringent proficiency requirement.

19 **Budget Compromise**
Gramm-Rudman cuts are restored, but 'partial sequester' sets a precedent.

IN SUMMARY

Reporting Sexual Conduct
Under a local interpretation of a new state child-abuse law, teachers in the Mesa, Ariz., school district have been told to report to police all suspected sexual activity among their students. **Page 4.**

L.A. School Goes Home
Los Angeles school officials have announced plans to set up a satellite school in a housing project plagued by gang violence so that students will not have to cross gang "turf" to get to school. **Page 4.**

A 'Gulf' in History
Historians last week were urged to "bridge the gulf" between precollegiate and college-level instruction as a first step to achieving the reforms set forth in two recent major reports. **Page 5.**

Guaranteeing Children's Rights
The United Nations General Assembly last week adopted a unique international pact that seeks to guarantee specific rights for children, including the right to an education. **Page 6.**

Guidelines Voided
The California Board of Education violated state law by adopting textbook-selection guidelines without going through an administrative review, a judge has ruled. **Page 14.**

Teenagers and Abortion
The U.S. Supreme Court will hear arguments this week in two cases involving adolescents' access to abortion—an issue on which action is increasing at the state level. **Page 17.**

A Japanese Critique
In an unusual critique of an ally's shortcomings, Japanese officials are telling the Bush Administration that one way to improve American industrial competitiveness is to improve schools. **Page 20.**

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ACROSS THE NATION

NATIONAL

Young People Poorly Schooled In Citizenship, Report Says

Young Americans are ill-prepared to keep democracy alive in the next decade and beyond, largely because schools and parents have failed to instill values in them, a new study contends.

A survey of students and teachers released last week by the lobbying group People for the American Way shows that, while youths today appreciate the democratic freedoms of America, they fail to understand their responsibility to participate in self-government.

According to the survey—which included responses from 1,106 youths ages 15 to 25 and 405 social-studies teachers—young people are more concerned with their own well-being than with their communities.

Asked to grade the importance of life goals, the students gave their highest rankings to "career success" (72 percent), "having a close-knit family life" (68 percent), and "enjoying life and having a good time" (56 percent).

Sixty percent of the students surveyed said they knew "just some" or "very little" about the governmental process. Another 57 percent said they had some or little interest in following the news. Seventy percent said they thought politics was too complicated to follow.

Thirty-seven percent of the teachers surveyed thought today's students had less potential for good citizenship than did students 10 years ago, and 75 percent agreed that students are less involved than earlier generations in politics and their communities.

However, 74 percent of the teachers and 51 percent of students said they support the idea of schools making some sort of community service a requirement for graduation.

At a press conference last week, Arthur Kropp, president of People for the American Way, called on schools, parents, and politicians to step up efforts to encourage civic involvement among the young.

STATES

Christian Schools Plan To Defy Mich. Court Order on Certification

A group of Christian schools in Michigan will continue to refuse to provide information to the state about teacher certification, even though a state judge has dismissed its lawsuit challenging the reporting requirements.

On Nov. 13, State Circuit Court Judge James Giddings of Ingham County granted the state's request to dismiss the lawsuit by four church schools on the grounds that a 1986 ruling in another case had already decided the issue.

That decision upheld a state requirement that all schools in the state employ certified teachers. The Christian schools fear the reports will be used to close schools that do not comply with the state requirements.

Robert E. Baldwin, director of governmental affairs for the Michigan Association of Christian Schools, said the schools "will explore every legal remedy" in their battle against the state, including an appeal of the judge's ruling.

Church officials contend that the schools are an extension of their ministries, and that submitting to state requirements on teacher certification would give authorities "veto power" over the church's work, officials said.

Only four schools were named in the lawsuit, but some 200 schools withheld the required annual report to the state on the number of students, courses taught, and qualifications of teachers, Mr. Baldwin said.

In the wake of the judge's dismissal of the suit, some of those schools are expected to comply with the state reporting requirement. But as many as 175 schools may continue to withhold the information, Mr. Baldwin said, even if it means the state closes the schools and jails church and school officials.

State education-department officials have begun administrative proceedings against nine schools, but none has reached a conclusion, he said.

■ **Gov. Joe Frank Harris of Georgia has announced plans to create a state-run Children's Training Academy to teach public and private officials to work with abused and troubled youths.**

The proposed academy, which would be funded by the Robert W. Woodruff Foundation and by the state, would train more than 4,000 professionals a year in how to recognize child abuse and how to work with abused children.

The training program, which would be voluntary, would be targeted to day-care workers, child-welfare workers, public-health nurses, mental-health staff members, law-enforcement officers, and public prosecutors and judges, according to a spokesman for the Georgia Department of Human Resources.

It would also be open to other professionals, including teachers, an aide to the Governor said.

Earlier this month, a Governor's task force issued a report stating that the child-welfare system in the state has failed abused children, in part because of lack of training among caseworkers and others.

After examining the files of 51 children who died last year while under state protection, the task force concluded that four died

'Read 'Em' and Rock

To teach New Jersey students about the hazards posed by dangerous chemical substances, officials have decided to take a few lessons from Madonna and Michael Jackson.

A music video, starring 30 high-school students and a professional band that croons safety messages, will be distributed to all the state's high schools by the end of the year.

The video, which was sponsored by the pharmaceutical companies CIBA-GEIGY Corporation and Merck and Company, was filmed at John F. Kennedy High School in Paterson. Interspersed between scenes showing the students properly handling chemicals in science classes and at home, the band sings such lyrics as:

"Read 'em, read 'em, read the labels"
"Read 'em, read 'em, read the labels"
"Caution, caution, danger, warning!"
"Read 'em, watch out, be careful now."

The video is the brainchild of officials at CIBA-GEIGY. An executive of that firm sits on the board of the state Right-to-Know Advisory Council, which is appointed by the governor. When the council last year decided to launch an initiative to teach high-school students about the hazards associated with common substances, the firm agreed to produce educational materials.

Nancy Ori, a media specialist at the firm who acted as the video's executive producer, says students found an initial video on hazardous materials "dumb." She then revised her strategy and decided to use the student-actors and the rock band.

"I really like the concept of kids talking to kids," Ms. Ori explains.

In addition to getting the consent of the local school board, Ms. Ori says she also had to persuade about 70 students to build and tear down the film sets for the video, which is formally titled "Corrosives."

AFETY
DANGE

"Protect yourself" is the theme of a musical video designed to teach New Jersey students about hazardous substances.

Ms. Ori says about five additional videos on hazardous substances will probably be made. The next one, she says, will be about solvents, and future videos will tackle ignitable and reactive toxic substances.

Since 1983, the state has had a right-to-know law for workers. Last year, state lawmakers amended the Worker and Community Right-to-Know Law to require educational institutions to offer curriculum guidelines and materials on chemicals in the workplace and provide instruction on how to handle them.

—E.F.

WASHINGTON

Congress Wraps Up Work on 1990 Education Budget

By Julie A. Miller

WASHINGTON—In a session that stretched into the wee hours of Nov. 22, the Congress approved a budget-reconciliation package that would restore most of the automatic cuts made last month under the Gramm-Rudman-Hollings deficit-reduction law.

Also last week, the Congress cleared and President Bush signed a final version of H R 3566, an appropriations bill that provides the Education Department with $24.15 billion for the fiscal year that began Oct. 1. Other bills will provide the department with an additional $257 million for Indian-education and drug-education programs.

The $24.4-billion education budget, however, will be reduced somewhat under the sequester provisions of the the Gramm-Rudman-Hollings law. Those provisions would remain in effect through the first week of February under the budget-reconciliation agreement, HR 3299.

The House passed the reconciliation bill by a vote of 272 to 128, and the Senate approved it on a voice vote.

President Bush had threatened to veto a bill that did not leave intact the automatic spending cuts that were forced by the deficit-reduction law. Administration officials, however, helped negotiate the compromise measure, and the President is expected to sign it.

The Education Department would have lost about $1 billion, and subsidies for the Stafford Student Loan program would have been reduced if the automatic budget cuts had remained in full effect.

Congressional aides estimated that the partial budget cuts included in the compromise measure would trim spending by 1.4 percent for all education programs except Stafford Loans and vocational-rehabilitation grants, which are entitlements, paring about $300 million to $350 million from the E.D. budget. The loan-subsidy reduction would also remain in effect for several months.

Most of cuts made under deficit-reduction law are restored.

Funding for the Chapter 1 compensatory-education program, for example, would have been slashed by about $210 million under a full sequester. The reconciliation bill, in contrast, would shave only $60 million from the $4.5 billion allotted for the program under the appropriations bill.

Full Effect Unknown

Aides and lobbyists added, however, that the impact of the compromise measure on other programs will not be known until official budget figures are released, probably this week.

They noted that the sequester process treats some programs differently than others, that the Office of Management and Budget has some leeway in applying the process, and that a partial sequester has never been implemented before, making it impossible to assess definitively the effects on specific programs.

Some protection is provided for programs whose funding would be cut below the "baseline" of 1989 spending levels adjusted for inflation, but some programs could still end up with less to spend than in 1989.

Lobbyists Disappointed

Education lobbyists, who were delighted with the $1.7-billion funding hike that appropriators sought for education, were disappointed with the final result.

Susan Frost, executive director of the Committee for Education Funding, acknowledged that the Education Department would still receive an increase of about $1.4 billion over last year's spending level. But, she added, "at the same time there will be 100,000 children who would have received Chapter 1 services under the appropriations bill who won't have them because of this abdication of responsibility."

In a letter sent to every member of the Congress last week, the C.E.F. contended that a partial sequester would eliminate Pell Grants for 30,000 college students and "deprive" 6,500 preschoolers of services under the Head Start program. The organization's letter unsuccessfully urged lawmakers to vote against the reconciliation bill and to return in December to consider "a better range of choices."

Ms. Frost said the decision to keep the automatic budget cuts partially intact will set a precedent, providing lawmakers a "third option" when they cannot agree on a reconciliation package but do not want to accept the full impact of Gramm-Rudman cuts.

"What the disaster is, first and foremost, is that they have set a very dangerous precedent that when they can't meet deficit targets through the reconciliation process, they shift to the appropriations accounts and cut those," Ms. Frost said.

"I think if Congress had to make a decision and vote on these cuts in education programs, they never would have done it," she said. "The problem is that they have shifted everything to this mindless process."

The spending cuts retained in the reconciliation bill would trim the federal budget by only $4.6 billion, far short of the $14.7-billion cut called for under the Gramm-Rudman law. Most of the remaining budget savings would come from a potpourri of legislative changes, tax adjustments, and bookkeeping maneuvers. Some of the savings would come from student-aid programs. *(See Education Week, Nov. 22, 1989.)*

Auditors Cite Alarming Rise In Child-Labor Violations

By Reagan Walker

WASHINGTON—Violations of child-labor laws have increased at an alarming rate during the past six years, an analyst with the General Accounting Office last week told participants at a conference focusing on the exploitation of child workers.

William J. Gainer, the G.A.O.'s director of education and employment issues, said data from the Department of Labor indicate that the number of youths under age 18 working in violation of child-labor laws has increased by 150 percent since 1983.

The actual number of children working illegally may be even higher, added Mr. Gainer, who based his remarks on findings contained in two previously published G.A.O. reports as well as in a third report to be released later this year.

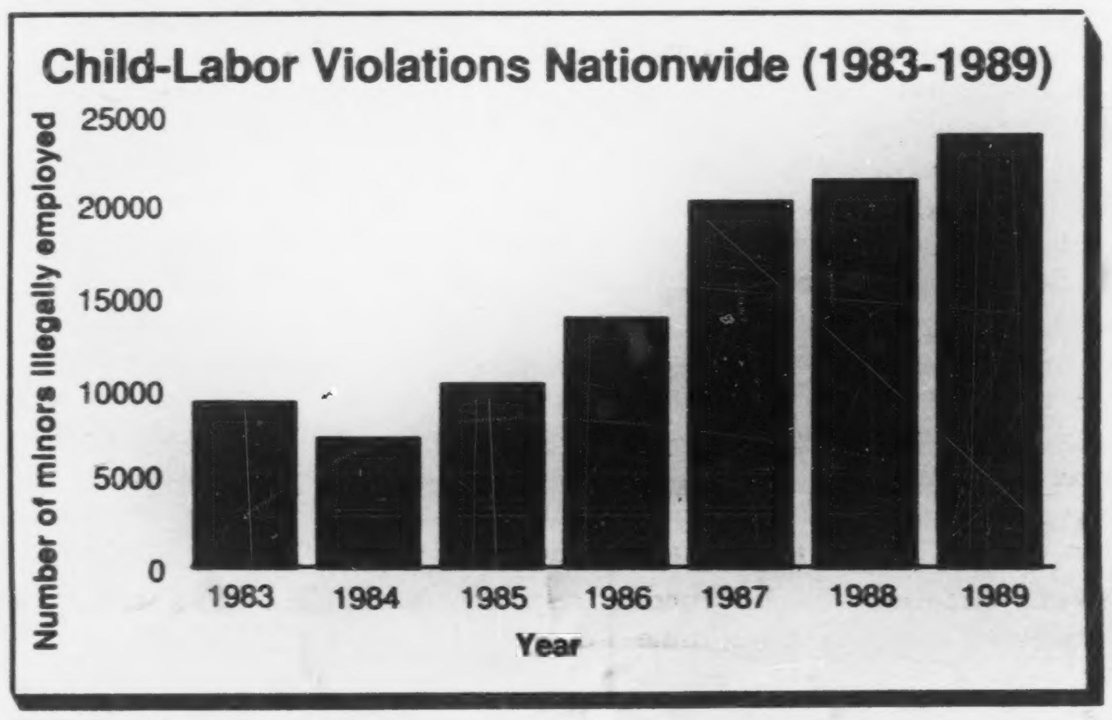
Violations 'Growing Rapidly'

"No one knows exactly how many of our nation's reported 4 million young workers are employed in sweatshops or other businesses that exploit minors," he said. "But we do know that the number of detected child-labor violations is growing rapidly."

Mr. Gainer's remarks came during a forum on child-labor problems in both the United States and abroad. The forum was sponsored by the Congressional Working Group on International Labor Rights.

The new G.A.O. report relies on data from the Labor Department's wage and hour division and the Occupational Safety and Health Administration, as well as on interviews with more than 100 federal and state officials responsible for enforcing laws that govern working conditions.

Records of federal wage and hour violations show that the number of youths under age 18 working in violation of child-labor laws has increased from 9,000 in fiscal 1983 to 22,500 in fiscal 1989.



SOURCE: General Accounting Office

Types of Violations

Generally, child-labor violations are divided into three types:

- Scheduling employees under age 16 to work in violation of restrictions on when and how much time they can work.
- Employing workers under the minimum employment age, which is generally 14.
- Allowing minors to work in jobs, or with certain equipment, considered by the Labor Department to be unsafe for young workers.

Retail Trade Most Cited

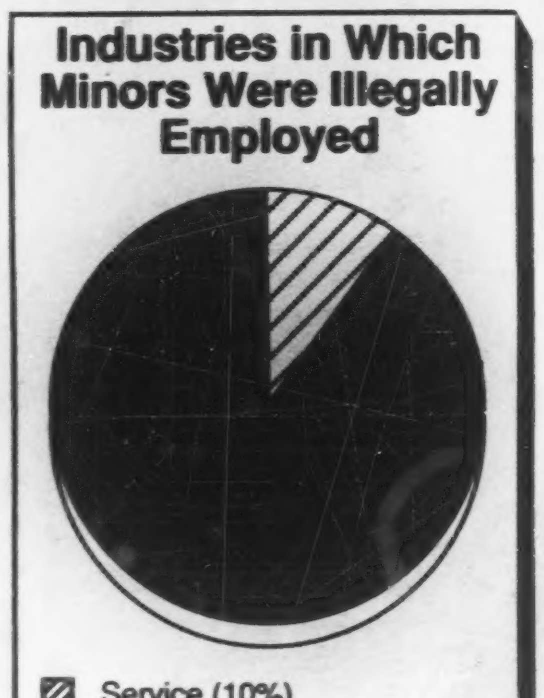
Of the violations recorded in fiscal 1989, 15,523 were related to work hours, 6,542 were instances in which workers under age 18 operated hazardous equipment, and the rest were related to the employment of under-age workers.

The retail-trade industry was the sector most often cited for violations during the 1987 and 1988 fiscal years, followed by the manufacturing and service industries.

Grocery stores and fast-food chains are the largest employers of minors, Mr. Gainer said, adding that these businesses' hours often extend beyond those allowed for children under 16.

Grocery stores and fast-food chains were most likely to commit violations related to hazardous equipment, allowing young workers to operate paper-bailing machines, trash compactors, and meat slicers.

During the 1987 and 1988 fiscal years, OSHA statistics show that 59 youths were killed in workplace accidents. Mr. Gainer said 37 of the 59 employers were fined a total of $27,364, for an average penalty of $740.



SOURCE: General Accounting Office

FEDERAL FILE

A strong denial ■ Pet projects

Secretary of Education Lauro F. Cavazos said last week that he was at a loss to explain the persistence of rumors of his imminent departure from the Cabinet.

Apparently fed up with the gossip, the Secretary gave an uncharacteristically vehement response when a reporter raised the issue after a meeting on the upcoming reauthorization of the Higher Education Act.

"I wish to hell we could put it to bed," Mr. Cavazos said.

"I've had just a marvelous working relationship with the President," he said, adding that Mr. Bush "has never raised" the idea of an early departure.

Rumors aired in the national press and whispered among Washington observers have had Mr. Cavazos being replaced by someone with a higher profile.

"People often ask me the question about my own personal style," said Mr. Cavazos, a former president of Texas Tech University. "It's sort of hard for me to change my style. But think about higher education. . . . It's a system of people coming together, of people building coalitions."

"People say, 'You don't pound on the table enough,' " the Secretary continued. "I can't think of anything in academia that has been moved ahead by pounding on tables."

■

Senator Nancy L. Kassebaum, ranking Republican on the Senate education subcommittee, opposes federal funding of a national board to set standards for the teaching profession.

But she apparently supports funding of a museum to honor teachers—especially if it's in her home state of Kansas.

When legislation authorizing $1 million in scholarships to send hearing-impaired students to Washington for seminars came up on the Senate floor, Ms. Kassebaum cosponsored an amendment that added a $3-million authorization for a "National Teachers Hall of Fame," to be located at Emporia State University.

She was not the only senator to add a pet project to the bill.

The amendment's other sponsor was Senator Claiborne Pell, the Rhode Island Democrat who chairs the subcommittee. The measure would also authorize $5-million for the Narragansett Bay Center for the Study of Coastal Ecosystems at the University of Rhode Island.

In addition, it called for a total of $17.2 million in aid for assorted libraries, museums, and research projects in four other states.

If the provisions survive the legislative process, their sponsors would still have to fight for funding in next year's appropriations cycle.

—M.W. & J.M.

1987-88 Federal Election Contributions: The N.E.A. Ranks 4th; the A.F.T., 28th

By Julie A. Miller

WASHINGTON—The National Education Association's political-action committee gave $2.1 million to candidates for federal office during the 1987-88 election cycle, retaining its status as one of the nation's most powerful PACS, according to the Federal Election Commission's final report on the campaign.

NEA-PAC's contributions were exceeded only by those affiliated with realtors, the American Medical Association, and the International Brotherhood of Teamsters.

The American Federation of Teachers ranked 28th among PACS, with total contributions of $865,063.

The two unions rank significantly lower—10th and 42nd, respectively—when PACS are categorized according to gross receipts, and fall into similar positions when they are ranked by total expenditures.

That is because the teachers' unions give most of their money directly to candidates. PACS that are not affiliated with other groups spend more money on operating expenses, and some other top PACS spend a substantial amount on their own political activities, such as advertising and direct-mail campaigns.

The N.E.A. raised a total of $3.8 million and spent $3.6 million in the last election cycle. The A.F.T., which had cash on hand at the start of 1987, raised $1.5 million and spent $1.6 million.

Top Contributors to Federal Candidates, 1987-88

1.	Realtors Political Action Committee	$3,045,769
2.	Democratic Republican Independent Voter Education Committee (Teamsters union)	2,865,224
3.	American Medical Association Political Action Committee	2,315,646
4.	National Education Association Political Action Committee	2,104,869
5.	National Association of Retired Federal Employees Political Action Committee	1,974,850
6.	United Auto Workers Voluntary Community Action Program	1,953,069
7.	Association of Trial Lawyers of America Political Action Committee	1,919,558
8.	Committee on Letter Carriers Political Education	1,732,482
9.	American Federation of State, County, and Municipal Employees—PEOPLE, Qualified	1,658,365
10.	Machinists Non-Partisan Political League	1,492,780
28.	American Federation of Teachers Committee on Political Education	865,063

SOURCE: Federal Election Commission

Democrats Favored

Both teachers' unions gave an overwhelming proportion of their contributions to Democratic candidates.

The N.E.A. gave $120,276 to 28 Republicans, while the A.F.T. donated $20,950 to four G.O.P. candidates, all of whom received relatively large contributions from the N.E.A. as well: Senator John Heinz of Pennsylvania; former Senator Lowell P. Weicker Jr. of Connecticut, who lost a close race; James Jeffords of Vermont, who moved from the House to the Senate; and Representative Claudine Schneider of Rhode Island.

Aid to Groups

In addition to their direct contributions to candidates, the N.E.A. gave about $450,000 and the A.F.T. about $120,000 to Democratic Party organizations and private groups that support Democratic candidates, according to F.E.C. records.

The N.E.A. and A.F.T. also donated about $600,000 and $140,000, respectively, to state Democratic organizations, including a $380,000 contribution by the N.E.A. to the West Virginia Democratic Party. In contrast, the N.E.A. gave only $15,000 to Republican groups, and the A.F.T. gave them nothing.

NEA-PAC gave more than $100,000 to a variety of independent PACS, almost all of which support liberal causes. Several, for example, support women candidates. Others include the Vietnam Veterans PAC, the Hollywood Women's PAC, and the U.S. Committee Against Nuclear War.

The union also contributed to Class-PAC, which is affiliated with an organization of nonprofessional school employees.

The N.E.A. does this in part to funnel more money indirectly to candidates to whom the union has already given the maximum amount of $5,000 per election, said Sally Potter, counsel to the N.E.A.'s government-relations office. In addition, she said, contributing to other PACS helps "raise the visibility" of political viewpoints the union endorses.

The A.F.T., meanwhile, made contributions to Class-PAC and to the PAC run by the A.F.L.-C.I.O., which received $275,000.

CAPITAL DIGEST

Service Easing Access To ERIC System Begins

The newest component of the federal Educational Resources Information Center network, ACCESS ERIC, is now in operation.

The new service is designed to help people, particularly new or inexperienced users, benefit from the ERIC system, which includes 16 subject-area clearinghouses and a database containing more than 650,000 documents.

In June, the Education Department awarded Aspen Systems Corporation of Rockville, Md., a three-year contract, which could be worth more than $1.2 million, to operate ACCESS ERIC.

The company was to develop a smaller database that would direct users to information in the ERIC system, as well as to other research.

The firm has established a toll-free number, (800) USE-ERIC, for users who do not have computers, need assistance, or would like to order publications.

In addition, ACCESS ERIC will work to publicize the resources available through the information system, and will publish a periodical announcing new publications and research available through the database.

■ **The Senate has passed a measure reauthorizing the discretionary programs funded under the Education of the Handicapped Act through 1994.**

Easily approved on Nov. 16, the bill makes modest changes in current special-education law. It authorizes $212.7 million for a range of programs, including some stepped-up efforts to: stem personnel shortages in the field, better serve emotionally disturbed children, and improve the system for disseminating special-education research.

Leaders of the House Select Education Subcommittee have been working to reconcile two draft versions of the bill.

■ **President Bush's Education Policy Advisory Committee devoted some of its first meeting, held last week, to discussing the setting of national educational goals.**

Participants at the Nov. 21 meeting said that, rather than concentrate on producing a formal written report, the group will focus its initial meetings on formulating educational goals for recommendation to the President. The council's nearly three-hour session was followed by a brief visit with Mr. Bush.

The 23-member council was appointed by Mr. Bush this month. *(See Education Week, Nov. 8, 1989.)*

The group's will discuss literacy at its January meeting.

CAPITAL UPDATE

Capital Update tracks the movement of legislation, the introduction of notable bills, and routine regulatory announcements.

Legislative Action

Civil Rights Commission
H R 3532

The Congress Nov. 17 cleared a bill extending the Commission on Civil Rights through Sept. 30, 1991.

Drug-Free Schools
H R 3614

The House and Senate last week approved legislation expanding federal drug-education programs and requiring schools to establish anti-drug policies to receive federal funds. *(See page 20.)*

Education Budget, Fiscal 1990
Deficit Reduction
H R 3566, H R 3299

The Congress last week gave final approval to a bill making appropriations for the Education Department, and to a measure trimming the budget to meet deficit-reduction targets. *(See page 19.)*

Education of the Handicapped
S 1824

The Senate last week passed a bill reauthorizing discretionary programs of the Education of the Handicapped Act.

Taft Institute
S 1939

The Senate last week passed a bill authorizing funds for the Taft Institute, which holds seminars on American government for precollegiate educators.

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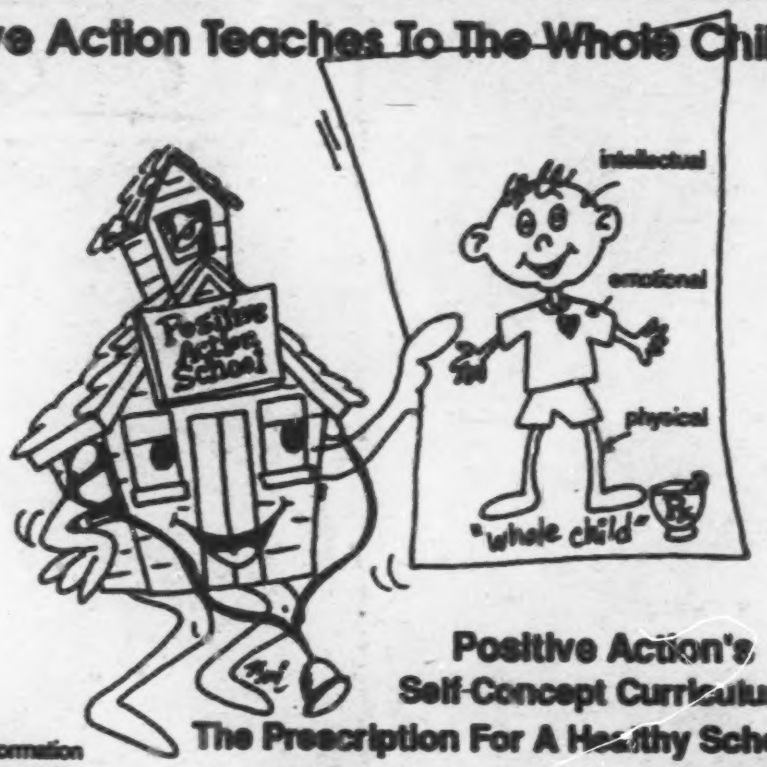

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EDUCATION WEEK

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O.C.R. Director Admits Laxness In Enforcement

Rapid Staff Turnover, Federal Mandates Cited

By Peter West

WASHINGTON—In a departure from the stance taken by the Reagan Administration, the head of the Education Department's office for civil rights acknowledged last week that the agency should have done more to enforce federal anti-discrimination laws.

"We have not managed O.C.R. as effectively as we should have," Acting Assistant Secretary William L. Smith told the House Education and Labor Committee.

While Reagan Administration officials steadfastly maintained that criticism of the O.C.R was unjustified, Mr. Smith testified that efforts to enforce civil-rights statutes during the 1980's had been hampered by rapid staff turnover, as well as federal judicial mandates the Administration repeatedly complained about.

Mr. Smith said he has undertaken comprehensive reviews of the performance of the O.C.R.'s regional and national offices since being appointed in March and hopes to make better use of existing resources. He promised to submit a report to the committee by Jan. 15.

But he said also that he stands behind the current Administration's record in civil-

Continued on Page 22

Critics Warn Mergers In Textbook Industry Could Hurt Quality

By Robert Rothman

The consolidation of the textbook-publishing industry, a development viewed with growing alarm by some educators, took another step forward in November with the announcement by Time Warner Inc. of its intention to sell Scott, Foresman and Company.

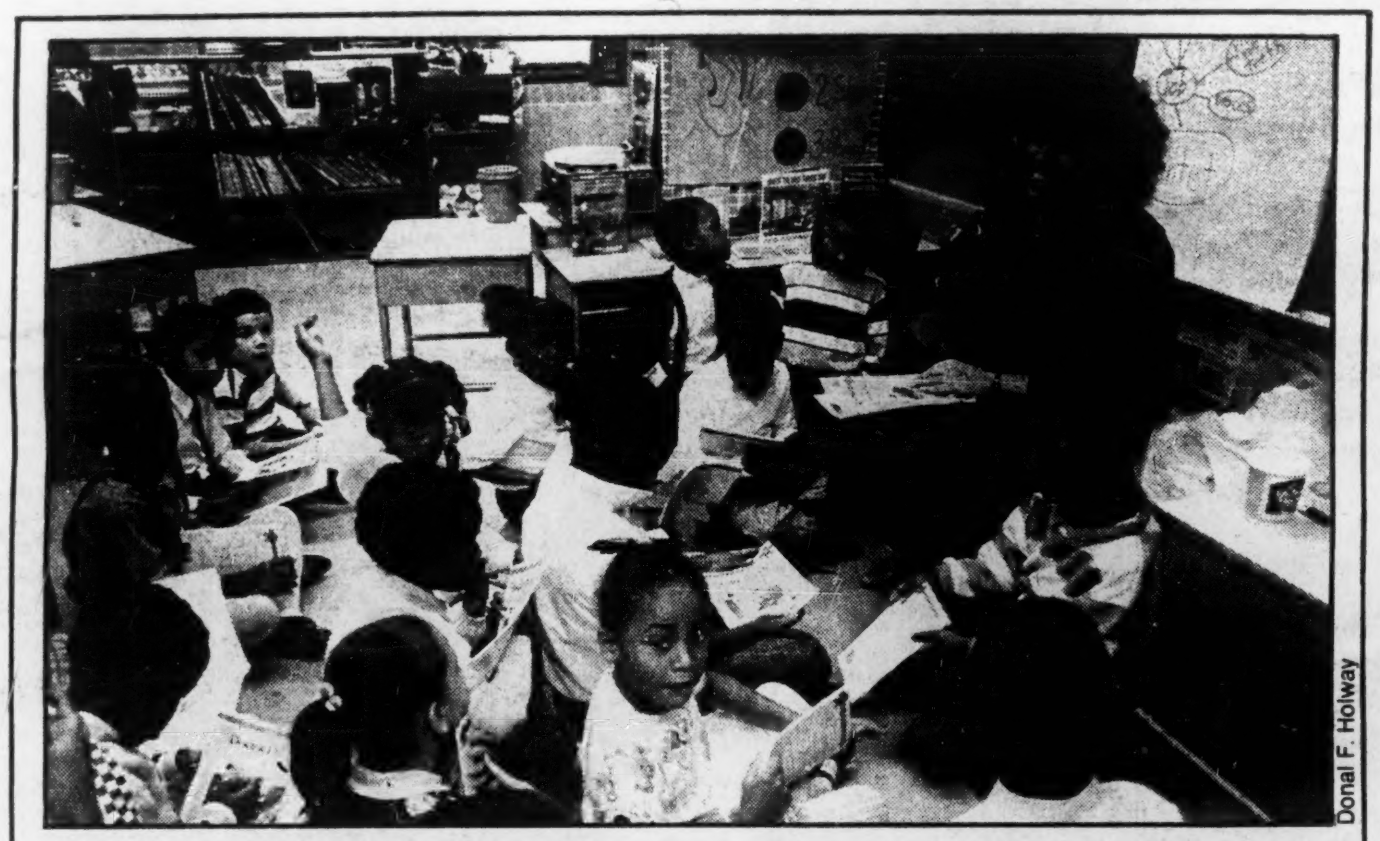
The $455-million sale will transfer ownership of the nation's sixth-largest school publisher to Harper & Row Publishers Inc., a firm best known as a trade-book and college-textbook house.

Critics warned that the deal represents the continuation of a trend that could result in fewer options and less innovation in educational materials.

Because of the mergers and buyouts that have swept through the field over the past few years, industry officials said, the number of publishers producing major basal series in key subject areas has been cut in half. This trend reduces competition and may result in greater homogeneity among the materials, critics warned.

Moreover, they contended, the buyouts threaten the quality of textbooks by moving

Continued on Page 12



Donal F. Holway

Beth Hirschel, a teacher at Public School 41 in Brooklyn, N.Y., conducts class. The school is in its third year of a pilot program using flexible groupings in grades K-3.

First Stirrings of a New Trend: Multi-Age Classrooms Gain Favor

By Deborah L. Cohen

A character from *Dr. Doolittle*, the "pushmepullu," guards the entrance to Lake George (N.Y.) Elementary School's "green cluster," one of several classrooms specially arranged for instructing children of varying ages together.

The name of the two-headed creature in papier-mâché captures what is happening in this and other experimental primary-grade settings where age and competitiveness have been deemphasized.

To proponents of ungraded or mixed-age classrooms, letting pupils develop at their own pace helps those at differing ability levels push and pull each other along.

Programs built on such a philosophy shun the restriction of individual grade levels. They offer, instead, flexible groupings that encompass a two- to four-year span, allowing movement between levels for those pupils ready to advance or needing more help in a subject.

Lilian G. Katz, director of the ERIC clearinghouse on elementary and early-childhood education at the University of Illinois, says the arrangement is "emerging as a possible trend for a number of reasons."

Conventional grading, she explains,

Continued on Page 13

Science and Math Journal for Teenagers Represents Unusual U.S.-Soviet Venture

By Robert Rothman

A magazine that represents an unusual joint educational venture by the United States and the Soviet Union was expected to be unveiled this past weekend in an august but appropriate setting: the shipboard summit between George Bush and Mikhail S. Gorbachev.

At the meeting off Malta, the Soviet leader was to receive the first copy of *Quantum*—the U.S. version of *Kvant*, a mathematics and science magazine for talented high-school students in his country.

Although education exchanges between the two superpowers have mushroomed under Mr. Gorbachev's policy of glasnost, the magazine is one of the few efforts so far likely to have a direct impact on classroom instruction.

And the new publication is thought to be the only English-language math and science journal aimed at gifted high-school students.

If it is successful, said Bassam Z. Shakhashiri, assistant director for science and engineering education at the National Science Foundation, which provided $366,000 for the project, the magazine will enhance education in both countries.

"Ideas that have stimulated bright Soviet kids," he said, "will now, in translation, be

Continued on Page 8

Justices Decline Special-Ed. Case On School for All

Court Refuses To Review 'Zero Reject' Philosophy

By Debra Viadero

WASHINGTON—The U.S. Supreme Court last week declined to review a controversial appellate ruling that public schools are obligated to educate all handicapped children, regardless of how little they might benefit.

Without comment, the Justices rejected an appeal by the Rochester, N.H., school district, which had been ordered by a federal appeals court to serve a 13-year-old boy who is so profoundly retarded that experts disagree over his ability to respond to stimuli.

The case, *Timothy W.* v. *Rochester, N.H., School District* (Case No. 89-515), is among the first to address what has come to be known as the "zero reject" philosophy, which holds that, under federal special-education law, no child is too handicapped for public schooling. The suit has been closely watched by advocates for disabled children, as well as by groups representing school boards, local governments, and school administrators.

School groups have expressed concern over the financial and other implications of providing schooling for the estimated 4,000 children nationwide who may be as seriously handicapped as Timothy W.

The decision the High Court let stand sets a precedent only within the jurisdiction of the U.S. Court of Appeals for the First Circuit, which includes Maine, Massachu-

Continued on Page 21

Quantum
Quantum
Quantum
Quantum

Frank Ireton/N.S.T.A.

Yuri Ossipyan (right), vice president of the Soviet Academy of Sciences, and Bill G. Aldridge, executive director of the N.S.T.A., at a press conference in September.

Also in the news

5 **Back to Braille**
Advocates for the blind try to reinstitute teaching of the time-honored reading system.

7 **School Hazards Cited**
Federal agencies issue warnings on vinyl-asbestos floor tiles and unsafe bleachers.

16 **North Carolina Incentive**
School districts rush to submit improvement plans that may win them regulatory relief.

IN SUMMARY

Behind Closed Doors
School boards often violate state "sunshine" laws by meeting privately to conduct business that should be dealt with in public, according to a study released by a parent-involvement group. **Page 4.**

Drug-Dealing Bus Drivers
Twenty-nine employees of bus companies that service Chicago's public-school bus routes were indicted last week on charges that they sold heroin and cocaine on duty. **Page 7.**

Bleacher Warning
The Consumer Product Safety Commission last week warned schools that certain brands of gymnasium bleachers may collapse if not properly opened and maintained. **Page 7.**

Bilingual Classes Expanded
The New York State Board of Regents has opened bilingual-education classes to some 33,000 additional students by expanding the definition of a limited-English-proficient student. **Page 18.**

New Budget Rules
A new set of ground rules for developing the 1991 federal budget has education advocates and the Education Department's chief budget official wondering how education will fare. **Page 19.**

Defending School Choice
Secretary of Education Lauro F. Cavazos last week attempted to defuse continuing criticism of the Administration's parental-choice initiative during the final regional meeting on the issue. **Page 19.**

The Department Sums Up
It wasn't easy, given the complexity of the budget process, but Education Department officials last week concluded that they would receive $24.15 billion for the 1990 fiscal year. **Page 20.**

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ACROSS THE NATION

STATES

New York State Group Urges Ban On Testing in the Early Grades

The New York State Board of Regents should ban the mass use of standardized tests for children before 3rd grade, and develop alternative methods of assessing their progress, an advocacy group argues in a report issued last week.

Based on a survey of districts' use of such tests in the early grades, the report by the New York Public Interest Research Group found "widespread overuse and misuse of standardized tests."

For example, it notes, 75 percent of schools surveyed test pupils in kindergarten, 88 percent test 1st graders, and nearly all—93 percent—test 2nd graders. Moreover, it states, schools often violate the American Psychological Association's guidelines for administering tests, and most fail to conduct independent studies of tests' validity.

Christopher Carpenter, a spokesman for the department of education, said the board "makes clear to schools that the use of standardized tests as the sole criterion for [promotion] is simply not sound practice." But, he added, the board would not favor an outright ban, since "there are times when [tests] are appropriate."

Virginia's Appointed School Boards Do Not Discriminate, Court Rules

A federal appeals court has ruled that Virginia's system of appointing local school-board members does not discriminate against blacks.

The Nov. 24 decision by a three-judge panel of the U.S. Court of Appeals for the 4th Circuit upholds a 1988 ruling by U.S. District Judge Richard L. Williams in a case brought by the American Civil Liberties Union. *(See Education Week, Sept. 7, 1988.)*

The ruling allows the state to remain the only one in the nation without elected school boards. In Virginia, local governments appoint board members.

The plaintiffs in the case had argued that the system was discriminatory, charging that some jurisdictions with large black populations had few or no black school-board members.

However, the appeals court noted that blacks make up 18 percent of the state's voting population and an equal proportion of the school-board membership statewide.

■ **The New York State Department of Education has recommended tightening security on its statewide Regents examinations by sending copies to schools no more than a day in advance of the tests.**

But the new policy is contingent on a $600,000 appropriation to pay for shipping and packing crates.

The proposal is aimed at curbing the possibility for "evil deeds or carelessness," according to Christopher Carpenter, a department spokesman.

In June, the department canceled the scheduled Regents examination on chemistry after *The New York Post* published the test's answers on the front page to demonstrate the widespread availability of purloined copies.

DISTRICTS

St. Paul Public-School Teachers Authorize First Strike Since 1946

Teachers in St. Paul have voted to authorize a strike against the city's public school district beginning Dec. 5.

Almost 90 percent of the 2,600 members of the St. Paul Federation of Teachers approved the strike, which would be the city's first since 1946.

Negotiations were expected to continue during a 10-day cooling-off period that began Nov. 20.

The teachers' union is demanding an 18.4 percent salary increase over two years, including benefits; the school board has offered a 14.5 percent increase.

In particular, the union is seeking raises for teachers with between 4 and 10 years' experience with the district, because their pay lags behind the salaries of teachers in other districts.

■ **Baltimore school officials are failing to provide timely services for thousands of handicapped children,** a motion filed in federal district court charges.

The motion, filed last month by the Maryland Disabilities Law Center Inc., alleges that the school system is in "massive noncompliance" with a 1988 federal court order calling for prompt evaluation and placement of disabled schoolchildren.

The order, which came in a 1984 case involving five handicapped schoolchildren, required the city school system to speed up its timetables for serving disabled children by setting up a tracking and reporting system for handicapped students, employing private special-education services when public-school staff are unable to do the job promptly, and notifying parents of the legal timelines for providing services to handicapped children.

Few such actions have been taken so far, according to the motion.

Baltimore school officials are expected to file a response to the charges later this month.

■ **Philadelphia school officials have recommended that three employees found to be working for both the city and the school system be fired from one of their jobs.**

The action results from a September audit by the city controller's office. *(See Education Week, Nov. 8, 1989.)* The audit turned up a total of 72 employees who were receiving paychecks from both agencies in apparent violation of the city charter. Twelve were employed full-time by both agencies.

School officials reviewed personnel records and found that 9 of the 12 employees cited had won special permission to hold both jobs.

A school-district spokesman said last week that school personnel staff plan to begin comparing on a biweekly basis the names of all new employees with the names of city workers.

■ **Mayor Kurt L. Schmoke of Baltimore has begun an investigation into the city school district's use of textbooks after discovering more than 100,000 unused books in a local warehouse.**

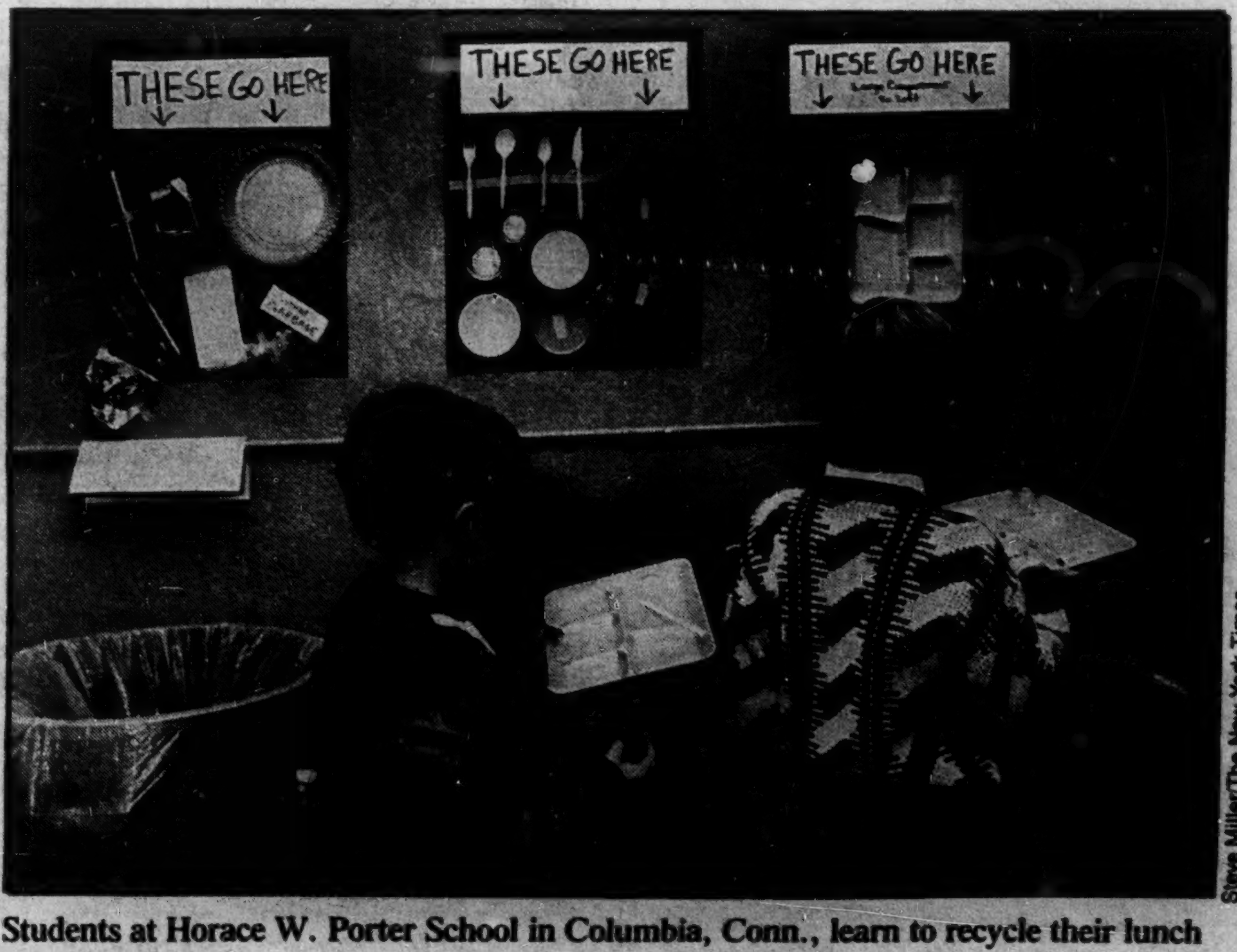
After a recent surprise visit to the warehouse, the Mayor assigned a Baltimore Gas and Electric Co. executive to investigate the textbook system, saying that many schools are suffering shortages.

District officials said that, to meet demands for lost or stolen books, administrators often order 10 percent more textbooks than are needed. The system also buys books five years in advance, and it is not uncommon to have as many as 100,000 in storage at one time, they said.

■ **Between 2 percent and 4 percent of the 4th-, 5th-, and 6th-grade students surveyed in Prince George's County, Md., have used marijuana, P.C.P., crack, or cocaine,** a new study of 2,800 students has found.

Raymond P. Lorion, a psychology professor at the University of Maryland who conducted the survey for the district, said the findings from the 17 elementary schools were disturbing because the students reported usage rates above the national average for others their age.

Divide and Recycle



Steve Miller/The New York Times

Students at Horace W. Porter School in Columbia, Conn., learn to recycle their lunch utensils and trays as part of a yearlong study of environmental issues.

The survey also found that some students bypassed the traditional "gateway" drugs of alcohol and tobacco and began by using illegal drugs.

■ **Chicago teachers are "somewhat skeptical" about the prospects for widespread improvements under the massive restructuring currently under way in the district**, according to a new survey.

The 142 teachers from 12 predominantly minority schools surveyed said that, on average, they expect "some improvement" in parental involvement, but were less optimistic about possible improvements in student achievement and overall attitude in the schools.

The teachers expect the least improvement in the areas affecting themselves, including teacher morale, autonomy, and professionalism, according to the survey, which was conducted in September by the Chicago Panel on Public School Policy and Finance, a local watchdog group.

The survey also found that teachers who considered themselves well-versed in the reform plan's details were more optimistic about its possible effects in all six areas.

■ **The Duval County, Fla., school board apparently will not appeal a federal appeals court ruling that found the district's schools remain unconstitutionally segregated.**

"I sense no sentiment on the school board to appeal the ruling," said Larry L. Zenke, the county superintendent of schools.

At a board meeting late last month, Mr. Zenke told the board that the court ruling was a "window of opportunity" for the district schools, and said he was confident the district could eventually comply with the court ruling.

A three-judge panel of the U.S. Court of Appeals for the 11th Circuit ruled in September that the district must take additional steps to desegregate its schools. The appeals court ruling overturned a lower-court decision that would have freed the district from court supervision.

In late October, the full court refused to review the ruling. District officials must now develop a new desegregation plan for court approval.

"I think there is a general feeling that we wouldn't have this problem if we'd done what we were supposed to do in the first place," one school official said.

■ **U.S. Supreme Court Justice Anthony M. Kennedy has granted a temporary stay of an order that could require Georgia's largest school district to develop a new desegregation plan.**

The stay was granted pending action by the full Court on a further stay that would set the ruling aside until the DeKalb County schools file an appeal in the case, which they are expected to do by the beginning of next year.

In October, a three-judge panel of the U.S. Court of Appeals for the 11th Circuit overturned a lower-court ruling that declared the district unitary, or legally desegregated. *(See Education Week, Oct. 25, 1989.)*

The ruling requires the district to take further steps, including possibly a mandatory busing plan, to desegregate its schools.

■ **Houston schools are failing in their efforts to prevent dropouts and to recruit teachers among Hispanics**, a Hispanic advocacy group has charged.

The Association for the Advancement of Mexican-Americans issued a "report card" for the Houston Independent School District Nov. 21. It failed the district in two of seven categories: helping dropouts return to school and recruiting Hispanic teachers.

According to the group, about 41 percent of the district's students, but only 8 percent of its teachers, are Hispanic. Association officials also cited a study showing that 60 percent of the county's male Hispanic students drop out of school.

Concerns about the educational problems of Hispanic students in the district helped fuel a large student walkout at a city high school earlier this fall. *(See Education Week, Nov. 8, 1989.)*

The district received a "B" for encouraging partnerships with businesses, a "C" for renovating school facilities, a "D" for its dropout-prevention strategies, and a "D" on state-mandated test scores. It received a grade of "Incomplete" for its efforts to promote parental involvement.

Joan Raymond, the school superintendent, contested the grades, and released recent graduation test scores that showed improvement by Hispanic students. She also promised last week to release figures showing the district's improvements in retaining Hispanic students.

DIMENSIONS

The 20 Largest U.S. Cities

The latest ranking of U.S. cities by population size reflects a 20-year trend in which the nation's population has shifted from the North and East to the West and South.

In 1970, 7 of the nation's 10 largest cities were in the North and East; by 1988, only 4 were in those regions. Baltimore, Washington, and Cleveland, for example, had been replaced by San Diego, San Antonio, and Phoenix, according to data from the U.S. Census Bureau.

Some of the growth in Western and Southern cities can be attributed to territorial annexation, the bureau reports, but most of the increase has resulted from population shifts.

Notable among the fast-growing cities is Jacksonville, Fla., which climbed from 26th place in 1970 to 22nd in 1980 and 16th in 1988. Similarly, San Jose, Calif., went from 29th place in 1970 to 12th in 1988.

The estimates do not include suburban populations.

Ranking of U.S. Cities by 1988 Population

Rank, City and State	Estimate, July 1, 1988	1980	1970
1. New York, N.Y.	7,352,700	1	1
2. Los Angeles, Calif.	3,352,710	3	3
3. Chicago, Ill.	2,977,520	2	2
4. Houston, Tex.	1,698,090	5	6
5. Philadelphia, Pa.	1,647,000	4	4
6. San Diego, Calif.	1,070,310	8	14
7. Detroit, Mich.	1,035,920	6	5
8. Dallas, Tex.	987,360	7	8
9. San Antonio, Tex.	941,150	11	15
10. Phoenix, Ariz.	923,750	9	20
11. Baltimore, Md.	751,400	10	7
12. San Jose, Calif.	738,420	17	29
13. San Francisco, Calif.	731,600	13	13
14. Indianapolis, Ind.	727,130	12	11
15. Memphis, Tenn.	645,190	14	17
16. Jacksonville, Fla.	635,430	22	26
17. Washington, D.C.	617,000	15	9
18. Milwaukee, Wis.	599,380	16	12
19. Boston, Mass.	577,830	20	16
20. Columbus, Ohio	569,570	19	21

PEOPLE

■ Commissioner of Education **Ruth Randall** of Minnesota, a key advocate of Gov. Rudy Perpich's school-choice programs, has resigned her office effective Jan. 5. Ms. Randall, who announced her departure last week, will become a full professor of educational administration at the University of Nebraska in Lincoln.

She will be succeeded by Tom Nelson, director of state relations for the University of Minnesota. He is a former state senator with extensive experience as a school administrator and teacher.

■ **Miles Myers**, president of the California Federation of Teachers, has been named executive director of the National Council of Teachers of English, effective April 2, 1990.

Mr. Myers, who is also associate director of the Bay Area Writing Project, a nationally recognized effort to improve the teaching of writing, will succeed John C. Maxwell, who has served as the council's executive director since 1981.

As president of the teachers' union, an affiliate of the American Federation of Teachers, Mr. Myers played a role in the recent merger of two teachers' unions in San Francisco.

One of his top priorities at the N.C.T.E., he said in a statement, will be to address what he called the "mismatch" between effective teaching methods and the knowledge measured on standardized tests.

■ **Richard C. Kunkel** said last week that he will leave his job as executive director of the National Council for Accreditation of Teacher Education to become dean of the college of education at Alabama's Auburn University.

Mr. Kunkel took the helm of the national accrediting body in 1984, following a period of widespread criticism of NCATE for being "weak" and arbitrary in its evaluations. Under his direction, the organization underwent a comprehensive redesign that has had the effect of toughening up its accreditation process. *(See Education Week, Sept. 27, 1989.)*

"I came here to do a job with the redesign, and we've got it pretty well in hand," Mr. Kunkel said. "Now it's time for somebody else to pick up."

Mr. Kunkel assumes his new post on Jan. 1. He said the organization's executive board hopes to conclude a national search for his successor next spring. Donna M. Gollnick, NCATE's deputy executive director, will be interim executive director.

■ After six months of anonymity, **Gil Braun**, a 1933 graduate of Webster (S.D.) High School, recently stepped forward to reveal himself as the donor of $500,000 in matching funds for a new school building.

Last February, a local lawyer got in touch with Arnie Anderson, the superintendent of Webster public schools, to tell him that a graduate of the school would make a $500,000 donation if the superintendent could come up with a worthwhile proposal.

The superintendent's proposal for a new building to ease overcrowding in the elementary and high schools was accepted in March. Last month, the school board hired an architect and voted to borrow $700,000 in matching funds from the South Dakota Department of Education's capital outlay fund.

Mr. Braun, now a resident of Edina, Minn., had kept his identity concealed because he wanted to "make sure the board would take action to come up with the money," Mr. Anderson explained. The benefactor wanted to do something for Webster, but, Mr. Anderson said, "he wanted the community to make a commitment, too."

After graduating from the high school in 1933, Mr. Braun eventually started Braun's, a chain of women's clothing stores, which he sold in 1986.

■ The National Education Association recently honored **Nellie Gonzalez**, a special-education teacher at Englewood Elementary School in Orlando, Fla., as the union's official two-millionth member.

"Believe me, today America needs every bit of the strength of two million united educators to meet the challenge American education must face," Keith B. Geiger, president of the N.E.A., said at a recent ceremony in Orlando. "More than ever before, the future prosperity of America depends on our schools."

The N.E.A., founded in 1857, reached 500,000 members in 1953 and one million members in 1967.

■ **John Erickson** is Oregon's new superintendent of public instruction.

Mr. Erickson replaces Verne A. Duncan, who resigned Nov. 15 to become dean of education at the University of Portland.

As interim superintendent, Mr. Erickson will serve until January 1991, when an elected successor will take over the post. He has said he will not seek the position.

Mr. Erickson had been superintendent of schools in Lincoln County since 1985.

UPDATE

■ **The driver whose truck knocked a Texas school bus into a gully Sept. 21 has pleaded innocent to 21 counts of involuntary manslaughter.**

Ruben Perez faces up to 10 years in jail and a maximum fine of $10,000 in connection with the deaths of 21 students in Alton, Tex. The accident, in which 60 students were also injured, occurred when his truck ran a stop sign and crashed into the bus. *(See Education Week, Sept. 27, 1989.)*

Mr. Perez, who has been under 24-hour protection by private security guards reportedly because of threats against his life, was released Nov. 22 after posting bail. His trial is scheduled to begin March 12.

According to an assistant district attorney in Hidalgo County, where the accident occurred, it is "very likely" that Mr. Perez's lawyer will seek a change of venue for the trial.

The grand jury that returned Mr. Perez's indictments may also indict several lawyers for illegally soliciting business from the victims' families.

■ **Rudy R. Gatti, a veteran California schools superintendent, has been named advisory trustee to assist the Oakland Public Schools in developing financial-recovery and educational-improvement plans.**

The California legislature created the position this year in a special bill designed to establish a stronger state role in overseeing the Oakland schools, which have faced charges of financial mismanagement and corruption. *(See Education Week, Sept. 13, 1989.)*

Mr. Gatti was most recently superintendent of the Santa Clara Unified School District, a position he held for 15 years.

Cavazos Emphasizes Choice Initiative Not at Odds With Local School Control

By William Snider

Richmond, Calif.—In an attempt to defuse criticism of his parental-choice initiative, Secretary of Education Lauro F. Cavazos last week emphasized that the concept does not infringe on local control of public schools.

Further, the Secretary stressed, his efforts to promote the initiative have not detracted from the Education Department's efforts in other areas.

Critics have assailed Mr. Cavazos at each of the five regional strategy meetings on choice. And his remarks here at the final session indicated that he is concerned about the criticism, but that he has not wavered in his support for the concept.

"I want to make this point clearly, for the record, so that everybody understands it," he said with uncharacteristic verve. "The Department of Education has absolutely no intention, or authority, to impose academic choice, or any of the other restructuring strategies proposed, on any state or local school system."

"The choice must be yours," he told the nearly 1,000 educators, policymakers, and others at the meeting.

"All that we're doing is giving leadership to the ideas that are designed to help us erase our educational deficit," he said. "If we did not do that . . . we would not be doing our jobs."

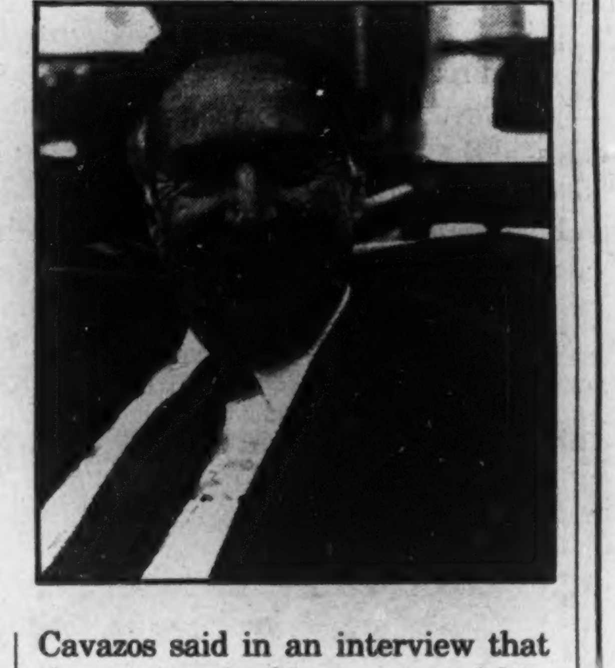
Critics of Choice

Much of the criticism has come from Representative Augustus F. Hawkins, the California Democrat who chairs the House Education and Labor Committee, whose staff members have voiced their objections at each of the five meetings.

The most frequent criticism has been that the choice meetings have reduced the department's ability to implement and enforce federal laws, including the Hawkins-Stafford School Improvement Act of 1988.

In response, Mr. Cavazos vowed that the department "will fully meet the intentions of Congress relative to all, all of the legislative acts that have been passed in the area of education."

> *"The Department of Education has absolutely no intention, or authority, to impose" choice.*
>
> —Lauro F. Cavazos



Mr. Cavazos also responded to frequently voiced fears that choice could hurt desegregation efforts when he said that "neither the President nor I would support this if we thought that were the case."

Another concern raised by critics—that disadvantaged families would be unprepared or unable to benefit from choosing schools—was addressed by the selection of meeting sites where choice plans have had a positive impact on a broad range of urban students.

Some 65 percent of the nearly 30,000 students served by the Richmond Unified School District in suburban San Francisco, for instance, are members of minority groups, and many are from immigrant families that speak one of almost 70 different languages and dialects.

And together with East Harlem, N.Y.—site of the first regional strategy meeting—the Richmond choice plan is considered one of the most dramatic and successful examples of local choice plans in action, Education Department officials said.

Richmond's experience "demonstrates that choice can be implemented quickly and effectively," said John D. Klenk, director of the Secretary's choice initiative.

Asked to assess the impact of the five regional meetings, Secretary Cavazos said in an interview that the sessions had been successful in sparking a national debate on school restructuring.

Building a Coalition

"What I'm trying to do is to force the issue, if you really want to get right down to it," he said. "Over the past year, we've built a coalition of people—teachers and parents and business people and students and government officials—who recognize the urgent need to restructure our schools."

Mr. Cavazos added: "I am surprised by the reaction of some people to the fact that the Department of Education would even carry out meetings on choice, saying, 'You shouldn't be doing those kinds of things.' "

"That surprised me," he said, "because I saw it clearly within the purview of my job to try to carry forth

Continued on Page 21

Effects of Spec.-Ed. Law Hard To Gauge, Study Says

Washington—A General Accounting Office study has failed to reach firm conclusions regarding the impact of a controversial law enabling parents who win special-education disputes with school districts to collect legal fees.

"There does seem to be a move toward informal resolution of complaints," said William A. DeSarno, G.A.O. assignment manager for the study. But drawing broader conclusions was difficult, he said, because of "the scarcity of data being collected by the state education agencies."

The study, released last month, found increases in the number of administrative hearings being scheduled to resolve special-education disputes. But that trend, it said, began before the enactment of the Handicapped Children's Protection Act of 1986, and therefore cannot be clearly linked to the law.

First Study of Its Kind

The study was authorized by the 1986 act and represents the first national collection of data related to special-education hearings.

It addresses concerns, expressed by opponents of the law, that litigation in the special-education field will increase as a result of the act's provision authorizing courts to award reasonable attorney's fees to parents of handicapped children who prevail over school districts in "actions or proceedings."

The G.A.O. surveyed directors of the offices responsible for special education in 50 states and the District of Columbia, collecting data from the fiscal years 1984 through 1988.

The resulting study found that the number of scheduled administrative hearings increased by 29 percent between fiscal years 1984 and 1989. But the percentage of hearings that resulted in administrative decisions dropped from 63 percent in 1984 to 51 percent in 1988, indicating, according to the authors, that more cases are being resolved informally.

Moreover, the study found, more than half of the increase in scheduled hearings occurred before passage of the 1986 act.

Among other findings were that:

- Parental use of lawyers increased during the five-year period. Parents had lawyers in 54 percent of administrative hearings resulting in decisions in 1988, compared with only 41 percent in 1984.

> G.A.O. report notes scarcity of data.

- Most states had no data on the amount of legal fees awarded, making it difficult to gauge the monetary impact of the 1986 act.
- Educational-placement issues were the most frequent type of complaint considered in both administrative hearings and civil cases, accounting for 38 percent of all disputes. Parents' success rates varied with the kind of disagreement they had with districts.
- Overall, parents prevailed in about 43 percent of all administrative and court cases between 1984 and 1988.

Copies of "Special Education: The Attorney Fees Provision of P.L. 99-372," can be obtained from the G.A.O. by calling (202) 275-6241. —P.S.

New Budget-Office Rules for '91 Make the Numbers Game 'Intriguing'

By Julie A. Miller

Washington—The ink on the 1990 federal budget is barely dry, but federal officials are already at work on the Bush Administration's 1991 request, which will have to meet an even stricter deficit-reduction target.

Administration officials will also have to cope with a new internal process, devised by Richard G. Darman, director of the Office of Management and Budget, that apparently is designed to strengthen the O.M.B.'s bargaining position and reduce the number of appeals agencies make to the White House.

Education advocates and the Education Department's chief budget official, Charles E. M. Kolb, agreed last week that it was impossible to predict how the department would fare under the new rules.

But Mr. Kolb, deputy undersecretary for planning, budget, and evaluation, was neither concerned nor surprised about Mr. Darman's system.

"I came from O.M.B., remember," he said. "[The new process is] novel. I find it intriguing."

As in previous years, the O.M.B. has given each agency a funding level for each program within its purview, as well as an aggregate "mark." But it has also segregated programs into an "A" pool and a "B" pool.

The programs in the "B" pool—which Mr. Kolb said is rumored to include the entire budgets of some small agencies—must vie for funds in a new competition. Agency heads will make their cases to President Bush, who will personally decide how to divvy up available funds, which will total less than the requests.

If agency officials are not happy with the O.M.B.'s marks for some of their "A" programs, they can negotiate with the budget agency, as in the past; they also have the option of adding them to the "B" pool and making a pitch to Mr. Bush for higher funding. In the past, all O.M.B. decisions could be appealed to the White House individually.

Entering the competition means taking a risk, as the program in question could end up with less than the O.M.B. had allotted. Therefore, officials say, this system not only forces Mr. Bush to choose between programs but also discourages agencies from making appeals for run-of-the-mill projects that would be pitted against high-priority initiatives.

Mr. Kolb said he didn't know how much money was in the "B" pool, and noted that the pot would grow when agencies added programs to it.

"You can bring your own chips to the table, so to speak," he said.

How Will Education Fare?

Mr. Kolb declined to say how many chips Secretary of Education Lauro F. Cavazos would be anteing up, or what programs they represented.

"I can't infer whether [education] will do better or worse" under the process, Mr. Kolb said.

"We're hopeful that given the priority the President has placed on education, the department will fare pretty well," he said.

Susan Frost, executive director of the Committee for Education Funding, added, "It depends on the President's feelings and priorities, since he's making the decision, and on how well the Secretary makes his case."

"The question is, is education going to fare better than housing or AIDS? Who knows?" she said.

Education advocates hope the public statements made by the President on the importance of education will translate into dollars. They note that the statement issued by Mr. Bush and the governors at their education summit in September advocated more federal support for programs that aid disadvantaged children and for education research.

But budget limits will be tighter than ever next year. To comply with the Gramm-Rudman-Hollings deficit-reduction law, the 1991 budget must produce a deficit of no more than $64 billion.

The 1990 deficit target was $110 billion, and was met only with liberal use of accounting gimmicks and one-time savings—and by across-the-board cuts in the amounts set in the appropriations process for discretionary programs.

Citing the tumultuous events in Eastern Europe as evidence of a lessening Communist threat, Administration officials have said they will propose significant cuts in the defense budget.

Some observers say those cuts, plus a revival of domestic-spending cuts proposed by the Reagan Administration and repeatedly rejected by the Congress, may be enough to meet the target and put the ball in the legislative branch's court.

Some education advocates fear Mr. Bush's willingness to accept defense cuts may mean he will accept a full-scale "sequester" next year under the deficit-reduction law rather than negotiate a budget agreement with the Congress. In the past, the threat of defense cuts brought the Administration to the bargaining table when across-the-board cuts loomed.

Others are concerned that the Congress will again use a partial sequester to help meet the target, as happened for the first time this year—when favorable funding levels won in the appropriations process were reduced in a last-minute budget agreement.

"I think that once they do this, it's a given unless there is a terrific push to stop it," Ms. Frost said. "It's easy for them to vote on at 4 o'clock in the morning."

Final 1990 Budget Yields E.D. $24.15-Billion Total

By Julie A. Miller

WASHINGTON—Peering through the slowly settling dust kicked up by the intense political battle over the 1990 budget, Education Department officials last week concluded that their agency would receive $24.15 billion for its programs this year.

Arriving at that seemingly straightforward figure, however, required a tortuous journey through the federal budget labyrinth.

The starting point was the appropriations bills, which allotted $24.42 billion for department programs.

Across-the-board spending cuts included in the budget-reconciliation agreement that President Bush was expected to sign last week, however, sliced $266.1 million from that total.

That cut represents about 1.1 percent of the department's budget, while the reconciliation bill called for a 1.4 percent "sequester."

The primary reason for that disparity is that cuts under the formula used by the Gramm-Rudman-Hollings deficit-reduction law are computed from a "baseline," which consists of 1989 spending levels plus an inflation adjustment. But the reductions are then subtracted from the amounts included in appropriations bills, in which many education programs received increases in excess of the inflation rate.

Ax Fell Unevenly

Moreover, the Gramm-Rudman ax does not fall evenly on all programs—even those in the same agency.

The Stafford Student Loan program is not subject to automatic cuts, but savings are obtained through "special rules" that increase fees and decrease subsidies.

Cuts also are based on outlays—the amount actually spent in a given year—creating differences between programs whose money is spent on different schedules.

Finally, cuts are taken from "accounts" that may include several programs, affecting the fate of specific programs differentially.

For example, programs supporting migrant education and vocational-education research are cut by an identical $97,000 under the sequester, although the migrant-education program received an appropriation $872,000 higher. That is because the migrant program is in the same "account" as the Chapter 1 programs, which received a huge increase.

The 1.4 percent sequester was taken from the "baseline" for the entire "compensatory education" account, which is about $4.76 billion. But the sequester amount, $66.4 million, was subtracted from the account's appropriation of $5.43 billion and distributed proportionately among programs in the account. Therefore, the $854-million increase in Chapter 1's appropriation blunted cuts for the entire account.

A few programs, such as bilingual education and impact aid, were not reduced at all from the appropriated levels. Those appropriations are less than the amount left when a 1.4 percent cut is taken from their baseline amounts, in which case the appropriated levels are allowed to stand.

Chapter 2 block grants and mathematics and science grants were cut below 1989 levels because, while their appropriations were low, the "school-improvement programs" category as a whole—which includes drug efforts—received an increase.

The increase for anti-drug programs, like the Chapter 1 rise, blunts cuts for other programs in the category. But Chapter 2 would have fared better in its own category, as it received no more than it did in 1989 and would have been protected from cuts.

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EDUCATION WEEK

DATABANK

Final Education Department Budget for Fiscal 1990

	FY 1989 Comparable	FY 1990			
		Administration Request	Original Appropriation	Sequester	Final Appropriation
	(in thousands)				
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies:					
Basic grants	$3,853,200	$3,900,000	$4,427,250	$54,104	$4,373,146
Concentration grants	172,900	262,988	400,000	4,888	395,112
Capital expenses for private-school students	19,760	19,760	26,000	318	25,682
Even start	14,820	14,820	24,500	299	24,201
State agency programs:					
Migrant	271,700	280,938	285,938	3,494	282,444
Handicapped	148,200	148,200	148,200	1,811	146,389
Neglected and delinquent	31,616	34,778	33,197	406	32,791
State administration	40,508	40,508	50,797	621	50,176
State program improvement	5,686	7,557	12,699	155	12,544
Evaluation and technical assistance	7,904	12,000	12,000	147	11,853
Rural technical-assistance centers	3,952	—	4,500	55	4,445
Total, Chapter 1	**4,570,246**	**4,721,549**	**5,425,081**	**66,298**	**5,358,783**
Migrant education:					
High-school-equivalency program	7,410	7,410	7,955	97	7,858
College-assistance migrant program	1,482	1,482	1,741	21	1,720
Merit schools, proposed legislation	—	250,000	—	—	—
TOTAL	**4,579,138**	**4,980,441**	**5,434,777**	**66,416**	**5,368,361**
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	558,220	578,316	578,500	—	578,500
Payments for 'b' children	135,356	—	123,500	—	123,500
Payments for federal property (Section 2)	14,820	15,354	15,354	—	15,354
Disaster assistance (Section 7)	—	10,000	—	—	—
Construction	24,700	25,590	14,998	—	14,998
TOTAL	**733,096**	**629,260**	**732,352**	**—**	**732,352**
SCHOOL IMPROVEMENT PROGRAMS					
Educational improvement partnerships (Chapter 2):					
State block grants	462,977	477,218	481,477	5,760	455,717
Evaluation	—	1,500	1,500	19	1,481
National Programs:					
National Diffusion Network	11,066	11,200	13,000	163	12,837
Inexpensive book dist. (inc. RIF)	8,398	8,684	8,684	108	8,576
Arts in education	3,458	3,582	3,900	49	3,851
Law-related education	3,952	3,952	5,000	62	4,938
Blue-ribbon schools	689	1,100	500	6	494
Total, Chapter 2	**490,740**	**507,236**	**494,061**	**6,167**	**487,894**
Drug-free schools and communities:					
State grants	287,730[1]	297,513	466,685[2]	5,825	460,860
Teacher training	7,000[1]	7,238	14,738[2]	184	14,554
National programs	59,770[1]	86,802	63,630[2]	794	62,836
National Commission on Drug-Free Schools	—	—	1,000	12	988
Strengthening teaching and administration:					
Mathematics and science education	137,332	142,001	137,332	1,714	135,618
Fund for the improvement and reform of schools and teaching					
Grants for schools and teachers	3,952	3,952	3,964	49	3,915
Family-school partnerships	1,976	1,976	4,500	57	4,443
Alternative teacher/principal certification, proposed legislation	—	25,000	—	—	—
Presidential awards for excellence in education, proposed legislation	—	7,600	—	—	—
Territorial teacher training	1,976	1,568	1,784	22	1,762
Leadership in Ed. Administration (LEAD)	4,306	3,894	3,894	49	3,845
Christa McAuliffe fellowships	1,892	1,956	1,956	24	1,932
Magnet-schools assistance	113,620	114,620	114,620	1,431	113,189
Magnet schools of excellence, proposed legislation	—	100,000	—	—	—
Fund for innovation in education	11,1[illegible]0[3]	15,678	19,178	239	18,939
Technology education demonstrations	—	—	1,000	12	988
Javits gifted and talented education	7,904	7,904	9,000	112	8,888
Education of homeless children and youth	4,634	7,498	7,498	94	7,404
Women's educational equity	2,949	—	2,125	27	2,098
Training and advisory services (Civil Rights IV-A)	23,443	23,443	21,722	271	21,451
Dropout-prevention demonstrations	21,736	—	—	—	—
Secondary basic-skills demonstrations	—	—	5,000	62	4,938
Educational partnerships	—	—	3,750	47	3,703
General assistance to the Virgin Islands	4,730	4,891	4,446	55	4,391
Ellender fellowships	3,458	—	3,750	47	3,703
Follow through	7,262	—	7,262	91	7,171
Star schools	14,399	—	15,000	187	14,813
Native Hawaiian Education Act	4,940	—	6,500	81	6,419
TOTAL	**1,217,099**	**1,380,770**	**1,414,395**	**17,653**	**1,396,742**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION					
Bilingual programs	110,761	115,797	115,779	—	15,779
Support services	10,772	10,903	10,838	—	10,838
Training grants	30,413	30,413	31,913	—	31,913
Immigrant education	29,640	30,648	30,144	—	30,144
Refugee education	15,808	16,345	—	—	—
TOTAL	**197,394**	**204,106**	**188,674**	**—**	**188,674**
EDUCATION FOR THE HANDICAPPED					
State grants:					
Grants to states, general	1,475,449	1,525,614	1,564,017	21,407	1,542,610
Preschool grants	247,000	247,000	255,000	3,490	251,510
Grants for infants and families	69,831	72,205	80,624	1,104	79,520
Special-purpose funds:					
Deaf-blind and other severely handicapped projects	19,486	19,486	20,657	283	20,374
Early-childhood education	23,147	23,147	24,096	330	23,766
Secondary and transitional services	7,284	7,284	8,100	111	7,989
Postsecondary programs	5,770	5,770	6,600	90	6,510
Innovation and development	17,026	17,026	20,100	275	19,825
Media and captioning services	13,403	13,403	15,403	211	15,192
Special-education technology	4,730	4,730	5,500	75	5,425
Special studies	3,594	3,594	3,594	49	3,545
Special-ed. personnel development	67,096	67,096	[illegible]	985	71,000
Recruitment and information clearinghouses	1,135	1,135	[illegible]	21	1,479
Regional resource centers	6,338	6,338	6,600	90	6,510
TOTAL	**1,961,288[4]**	**2,013,827**	**2,083,776**	**28,521**	**2,055,255**

	FY 1989	FY 1990			
	FY 1989 Comparable	Administration Request	Original Appropriation	Sequester	Final Appropriation
			(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
State grants:					
Vocational rehabilitation state grants	1,450,000	1,510,900	1,550,000	21,502	1,528,498
Supported employment state grants	27,227	27,868,	27,976	346	27,630
Client assistance	7,775	7,959	8,000	99	7,901
Service and demonstration projects:					
Special demonstration program	17,200	16,994	32,674	405	32,269
Supported employment projects	9,520	9,406	10,000	124	9,876
Model transition grants	475	—	—	—	—
Recreational programs	2,620	—	2,620	32	2,588
Migratory workers	1,100	1,087	1,100	14	1,086
Projects with industry	17,350	17,142	19,000	235	18,765
Helen Keller National Center	4,900	4,841	5,000	62	4,938
Independent living:					
Comprehensive services	12,678	12,977	13,100	162	12,938
Centers	26,000	25,688	27,000	334	26,666
Services for older blind	5,700	5,632	5,900	73	5,827
Training	30,500	30,134	31,500	390	31,110
National Institute on Disability and Rehabilitation Research	53,525	52,883	55,000	682	54,318
Technology assistance	5,150[4]	10,650	15,000	186	14,814
Evaluation	1,000	1,000	1,000	12	988
TOTAL	**1,673,220**	**1,735,161**	**1,804,870**	**24,658**	**1,780,212**
INDIAN EDUCATION[5]					
TOTAL	**71,553**	**74,168**	**74,649**	**1,038**	**73,611**
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
New program, proposed legislation	—	942,239	—	—	—
Basic grants	831,566	—	862,535	11,775	850,760
Community-based organizations	8,892	—	11,000	150	10,850
Consumer and homemaking education	33,118	—	34,650	473	34,177
State councils	7,904	—	8,052	110	7,942
National programs	26,005	—	23,333	319	23,014
Bilingual vocational training	3,771	—	3,000	41	2,959
Permanent appropriation (Smith-Hughes Act)	7,148	7,148	7,148	100	7,048
Adult education	162,210	172,665	197,970	2,702	195,268
TOTAL	**1,080,614**	**1,122,052**	**1,147,688**	**15,670**	**1,132,018**
STUDENT FINANCIAL ASSISTANCE					
Pell grants	4,483,915	5,262,000[6]	4,871,000	66,522	4,804,478
Guaranteed student loans	4,086,828[7]	3,728,911[8]	3,826,314	12,482	3,813,832
Supplemental educational opportunity grants	437,972	452,863	465,000	6,350	458,650
Work-study	610,097	610,097	610,097	8,332	601,765
Income-contingent loans	4,940	20,000	10,000	137	9,863
Perkins' loans:					
Federal capital contributions	183,507	—	137,000	1,871	135,129
Loan cancellations	22,000	22,000	22,000	300	21,700
State student incentive grants	71,889	—	60,000	819	59,181
TOTAL	**9,881,148**	**10,095,871**	**10,001,411**	**96,813**	**9,904,598**
HIGHER-EDUCATION PROGRAMS					
TOTAL	**565,729**	**550,037**	**632,736**	**8,205**	**624,531**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS					
TOTAL	**31,315**	**5,129**	**35,129**	**—**	**35,129**
EDUCATION RESEARCH AND STATISTICS					
Education research	47,079	50,960	56,055	660	55,395
Statistics	21,736	25,320	25,320	298	25,022
National Assessment of Educational Progress (NAEP)	9,386	12,050	15,000	176	14,824
Education achievement experiments	—	13,000	—	—	—
TOTAL	**78,201**	**101,330**	**96,375**	**1,134**	**95,241**
LIBRARIES					
Proposed legislation:					
Services to the disadvantaged	—	91,000	—	—	—
Resource sharing	—	45,000	—	—	—
Research and assessment	—	1,200	—	—	—
Public libraries:					
Services	81,009	—	82,505	—	82,505
Construction	22,324	—	18,900	—	18,900
Interlibrary cooperation	19,102	—	19,551	—	19,551
Training and demonstrations	709	—	855	—	855
Research libraries	5,675	—	5,738	—	5,738
Library literacy programs	4,730	—	5,365	—	5,365
College library technology	3,651	—	3,732	—	3,732
TOTAL	**137,200**	**137,200**	**136,846**	**—**	**136,846**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,345	5,537	5,740	77	5,663
National Technical Institute for the Deaf	33,326	35,553	36,553	483	36,070
Gallaudet University	65,998	68,850	68,600	957	67,643
Howard University	178,973	184,904	182,446	—	182,446
TOTAL	**283,642**	**294,844**	**293,339**	**1,517**	**291,822**
DEPARTMENTAL MANAGEMENT					
Program Administration	250,464[9]	282,446	276,946	3,643	273,303
Office for Civil Rights	41,635	45,178	45,178	606	44,572
Office of the Inspector General	18,619	22,000	23,381	271	23,110
TOTAL	**310,718**	**349,624**	**345,505**	**4,520**	**340,985**
TOTAL, EDUCATION DEPARTMENT	**$22,801,355**	**$23,653,820**	**$24,422,322**	**$266,145**	**$24,156,177**

Footnotes

[1] The amounts listed include $107.5 million in supplemental funds added by the Anti-Drug Abuse Act of 1988, as follows: $83.2 million for state grants; $7 million for teacher training; and $17.3 million for national programs.

[2] Includes an additional $179.5 million for provided emergency drug funding in the Department of Transportation Appropriations Act as follows: $170 million for state grants; $7.5 million for teacher training; and $2 million for national programs.

[3] Does not reflect $4.5 million in unobligated balances from fiscal year 1985 and 1986 to be made available in 1989 for the Fund for Innovation in Education, $1 million of which is set aside for technology education.

[4] Adjusted for comparability. Funds were provided under the Education for the Handicapped account.

[5] These funds are for Education Department programs only.

[6] Reflects estimated savings of $174 million related to the proposed default initiative. Without the effect of proposed savings, the total Pell Grant estimate is $5,436 million.

[7] Includes $892.4 million in supplementals needed to meet fiscal year 1988 program costs.

[8] Reflects estimated legislative savings of $97.4 million. The Guaranteed Student Loan estimate without savings is $3,826.3 million.

[9] Includes a 1989 supplemental of $500,000.

SOURCE: U.S. Education Department

Court Won't Review Case Requiring School for All

Continued from Page 1

setts, New Hampshire, Puerto Rico, and Rhode Island.

The plaintiff in the case has been severely handicapped from his birth two months prematurely in December 1975. School officials in the Rochester district contended they were not required to pay the $15,000-a-year cost of educating him because he was incapable of learning "even the most rudimentary skill."

"Timothy has consistently exhibited profound mental and developmental retardation, deafness and blindness, a persistent convulsive disorder, and severe cerebral palsy," the district said in a brief filed with High Court. "He is virtually immobile, suffers from spasticity, and has contracted joints, dislocated hips, and scoliosis."

But the boy's mother and therapists testifying in a lower-court trial described the boy's abilities differently. They said he sees bright light, smiles when happy, cries when sad, and responds to touching and talking.

The First Circuit Court ruled in May that the Education for All Handicapped Children Act, P.L. 94-142, mandates that "all children, regardless of the severity of their handicap, are entitled to a public education."

"It is the state's responsibility to experiment, refine, and improve upon the educational services it provides to handicapped children," the appellate court said, "and not to exclude handicapped children if there is no proof that they can benefit from the existing program that a state might offer at a particular time."

"Any time you start to exclude anybody from education, you start to embark on a very dangerous road," Ronald K. Lospennato, the lawyer for the Disabilities Rights Center Inc. who represented the boy, added last week.

Non-Educational Services

The Court's decision to leave the appellate ruling intact drew applause from groups promoting the rights of disabled children and adults.

But Gwendolyn H. Gregory, deputy-general counsel for the National School Boards Association, which filed a friend-of-the-court brief in the case, took a different view. She said the decision left untouched by the Court had set a dangerous precedent.

"It gives the courts language which might require expanding related services," such as occupational and physical therapy, she said. "We don't have enough money as it is—let alone to have to pay for non-educational services."

Previous court rulings in other cases have held that schools must provide related services only if they are necessary in order for a child to benefit from special education, added Gerald K. Zelin, the lawyer for the New Hampshire district. But the appeals court in this case made no distinction between special education and related services, both Mr. Zelin and Ms. Gregory said.

School groups worry about implications of appellate ruling.

As part of the boy's "educational needs," it listed, for example, "postural drainage, motion exercises, sensory stimulation, positioning," and other assistance generally provided by therapists as related services.

The N.S.B.A. was joined in its brief by the American Association of School Administrators. Among others supporting the school officials' position were the International City Management Association, the National Conference of State Legislatures, the National League of Cities, and the U.S. Conference of Mayors.

Still at issue in the case is $175,000 in damages being sought by the boy's mother. That lawsuit is pending in a federal district court.

In other action last week, the Supreme Court heard oral arguments in two cases centering on adolescents' access to abortion. The cases could resolve the uncertainty surrounding the constitutionality of parental-notification laws and other restrictions aimed at young people. *(See Education Week, Nov. 29, 1989.)*

Cavazos Stresses Choice Initiative Is Not at Odds With Local Control

Continued from Page 19

the President's message in areas of education."

Expanding on his earlier statements that choice should be linked with school-based management, the Secretary said it is "critical" that the strategies be paired.

"If you don't have site-based management," he said, "it really doesn't give you much reason to have choice."

"I see choice as a mechanism for creating parent access to school systems ... [and] giving parents and teachers more say about the educational process," he said. "You probably will get a certain amount of competition, but that should not be the thrust."

President Bush gave a similar message in videotaped remarks delivered at the beginning of the conference.

"Choice and school-based management are needed because they they will liberate our educators and school boards to create improved and distinctive schools," the President said.

"These reforms will free our schools from bland conformity, and will allow them to build on the strengths of America's diversity," he added.

Mr. Klenk said the Education Department's office of educational research and improvement plans to compile a report on the choice meetings detailing the lessons learned from existing plans.

He said the department will conduct research on the effects of current choice plans and provide assistance to states and districts considering adopting such measures.

This Week's Forum: Page 25

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Public Schools Embrace Montessori Movement

Critics Fear Principles Will Become Diluted

By Deborah L. Cohen

Propelled by a timely combination of "child-centered" principles and cachet among parents, the 90-year-old Montessori movement is undergoing what some describe as a "renaissance" in public schools.

Although private schools remain the primary settings for Montessori instruction in the United States, the philosophy and methods identified with the movement have spread rapidly in the public system during the 1980's.

First embraced by public educators in the mid-1970's as a theme for magnet programs designed to spur desegregation, the approach is now being used in about 110 public schools in 60 districts. Some 14,000 pupils were enrolled as of last year.

Many districts are expanding their programs into additional classrooms and schools, and five to seven new districts begin programs each year, according to the North American Montessori Teachers Association.

"It's one of the most exciting things that's happened to Montessori," said Sandra Sommer, principal of the Sands Montessori School in Cincinnati, which offered the first magnet program based on the approach.

Ms. Sommer and other proponents say the "renaissance" is helping extend Montessori's benefits to a broader mix of students, and they argue that public

Continued on Page 14

Mitchell Elementary School in Denver offers one of a growing number of Montessori programs in public schools.

New Study Finds A Gender Gap In Teachers' Salaries

Levels of Experience, Education Considered

By Ann Bradley

Women high-school teachers nationwide earn an average of $2,300 to $3,300 less than their male counterparts, a new study has found.

Moreover, according to the study's authors, even when differences in educational attainment, experience, field of teaching, and other factors that could justify lower pay are taken into account, women continue to earn less than men.

The survey included teachers in public, private, and Catholic high schools. In each type of school, women teachers were paid less than men, the study found.

When education and other factors are accounted for, women teachers in public high schools were found on average to earn $1,134 less than their male colleagues. In Catholic schools, women teachers were paid $1,670 less, and private-school women teachers made $2,582 less, the study found.

Valerie E. Lee, assistant professor of education at the University of Michigan, together with Julia Smith, a research assistant, examined salary data from a random sample of 8,894 teachers in 377 high schools compiled during the 1983-84 school year as part of the U.S. Education Department's ongoing *High School and Beyond* study. The sample included 309 public schools, 47 Catholic schools, and 21 private schools.

Ms. Lee said she conducted the study to test the "common belief" that teaching is one of the few professions in which men and women are paid equally.

Continued on Page 12

NAEP Ponders Plan To Develop National Performance Goals

By Robert Rothman

WASHINGTON—The governing board of the National Assessment of Educational Progress is considering a plan to set national goals for student performance in the subject areas it tests.

The proposal, presented to board members late last week, is aimed at complementing the effort by President Bush and the nation's governors to set national goals for schools, officials said. If it is approved, it could go into effect with next year's assessment of 8th-grade mathematics.

Under the plan, the board would determine the skills and knowledge, as measured by NAEP test items, that ought to be mastered at each grade level in each subject area. When test results are released, board members will indicate the proportion of students tested who met the standard.

Chester E. Finn Jr., the board's chairman, said the effort would represent a "historic breakthrough."

"Eventually, this will translate into a definition of what grade-level performance in math really does mean," he said. "It will result, I hope, in a consensus about what is the least 8th graders should do in math to handle high-school level math."

Board members remain divided over

Continued on Page 21

Chicago School-Bus Drivers' Arrest Exposes Screening-Law 'Loophole'

By Lisa Jennings

The arrest last week of 16 Chicago school-bus drivers who allegedly sold drugs along their routes has exposed what law-enforcement officials say is a loophole in many state laws requiring potential school employees to be screened for prior criminal convictions.

According to Illinois officials involved in Operation SKID—the undercover investigation known as School Kids in Danger, which produced the arrests last week—state legislators' efforts to strengthen child-protection laws fell short in this instance because inadequate attention was given to private firms under contract to schools.

Thirty-two private companies provide the Chicago Public Schools with all transportation services. Yet, under the Illinois law requiring screening for all applicants for jobs working with children, sources said, the responsibility for conducting private firms' screenings is unclear.

Illinois law-enforcement officials charged, in addition, that convicted felons are slipping into the school system through

Continued on Page 13

California District Makes Choice Initiative Centerpiece of Plan To Reinvigorate Schools

By William Snider

RICHMOND, CALIF.—As superintendent of schools in Montclair, N.J., in the 1970's, and later in Raleigh, N.C., Walter Marks became a fan of magnet schools as a means of encouraging parents to voluntarily enroll their children in desegregated schools.

Long before the current debate on parental choice, Mr. Marks wondered whether the magnet-school concept could be used as the centerpiece of a districtwide reform program.

"I saw what happened with those magnet schools," he said recently, "and I always felt that, if every school could be a magnet school, it would really do something for education. I always wanted to do choice for educational reasons."

Board members here, recognizing that their district was falling further behind amid a statewide push for better schools, were receptive to new ideas.

So they lured Mr. Marks from what he called a "comfortable" life as superintendent of a much smaller district in Texas to this mid-size industrial town by offering him his dream: a chance to reinvigorate a troubled

Continued on Page 22

Calligraphy is one of the many electives offered by the Richmond, Calif., schools.

Publication Schedule

With this issue, *Education Week* begins a three-week break. The next issue will be dated Jan. 10.

The display-advertising deadline for that issue is Friday, Dec. 29. The Marketplace deadline is Tuesday, Jan. 2.

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Dade County, Fla., chooses five innovative new-school plans.

6 **'Internationalizing' Curricula**
One plan calls for a national endowment for foreign studies.

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Augustus F. Hawkins raises his public profile on the issue.

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Schools need to review business-sponsored teaching materials and incentive programs for their educational value, the Association for Supervision and Curriculum Development says. **Page 5.**

A TV Show Grows Up
"Degrassi Junior High," a series that has attracted many teenage viewers to public television, switches its locale to a high school this season but keeps its emphasis on topical issues. **Page 8.**

Counseling 'Consultation'
A program to link teachers with counseling professionals is helping some schools cope with behavior problems that might otherwise require the intervention of a school psychologist. **Page 11.**

Vermonters Take Stock
Faced with a slowing economy and voter unrest over property taxes, policymakers in Vermont are pondering major changes in the way the state pays for its schools. **Page 16.**

White House Panel on Hispanics
President Bush last week announced the formation of a new task force to suggest goals and strategies for improving the educational attainment of Hispanics. **Page 18.**

National Goals Advance
The White House has picked up the pace of discussions on national education goals, and a set of draft goals could be sent to the governors as early as this week, observers said. **Page 21.**

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ACROSS THE NATION

NATIONAL

Students Say Athletics Is Top Scholarship Expectation

Athletics has overtaken academics as the top scholarship expectation of high-school seniors, according to a survey by the National Research Center for College and University Admissions.

The annual survey asks students what type of college scholarship—including academic, athletic, leadership, music, debate, or writing—they would most likely qualify for.

Academics and athletics have been the top two answers throughout the 1980's, according to the center. In 1980, for example, 19.2 percent of students surveyed said an academic scholarship, while 13 percent said an athletic scholarship.

In this year's survey, however, 16.2 percent of the 754,000 seniors who responded said an athletic scholarship, while 13.9 percent said an academic scholarship.

The survey results show that big-time college athletics creates a false impression among high-school students, according to Don Munce, president of the center. Colleges provide many more academic than athletic scholarships, he said, yet students have come to believe that athletics is their "ticket" to higher education.

STATES

Ga. Teachers Sue State Over Plan To Tax Retirement Benefits

Retired teachers in Georgia have filed suit against the state over its plan to tax retirement benefits.

In September, the state assembly passed legislation placing a tax on state employees' retirement pensions. That action came in response to a U.S. Supreme Court ruling last March requiring states to tax federal and state retirement benefits equally. *(See Education Week, April 26, 1989.)*

The suit in Georgia, filed jointly by the Georgia Association of Educators and the state employees' union, alleges that the retroactive tax is unconstitutional because it violates the contract between the state and its retirees.

It also claims the tax is unfair because it takes away property without adequate compensation.

Lawyers for state employees and teachers filed the class-action suit in Fulton County Superior Court in Atlanta Nov. 27. Defendants are the Teachers Retirement System of Georgia, the department of revenue, and the State of Georgia.

■ **A new statewide program in Maryland announced last week will link businesses with schools to secure part-time or summer jobs for all high-school students who meet certain standards.**

Joseph L. Shilling, the state superintendent—together with the state office of economic and employment development and the state chamber of commerce—plans to launch the program, called "Passport to the Future," in January.

Under the program, every student who maintains a C average and a 95 percent attendance rate, and who has no criminal record, will be issued a "passport" signifying that the standards have been met.

Businesses across the state will then give such students preferential treatment for part-time work. A "passport coordinator" in each school system will work with county economic-development officials to place students with passports in a job.

The program's goal, according to a spokesman for the state superintendent, is to help the estimated 22 percent of students who do not appear to be headed toward either college or a vocation.

Under the plan, businesses will be responsible for training the student in work ethics and interviewing skills, and for offering references.

Businesses in the program must encourage students to stay in school. If a student's attendance record or academic standing falls below a certain level, he or she will lose the job.

■ **Maryland should spend an additional $2 million on comprehensive reproductive health services for teenagers**, the Governor's Council on Adolescent Pregnancy has recommended.

The panel's survey of the state's 24 local health departments found that nearly all of the clinics providing reproductive services for teenagers are open less than 100 hours a month, and that a quarter of the specialized teenage clinics are open less than 5 hours a month.

Nearly half of the clinics do not offer walk-in services for teenagers seeking contraceptives, the survey found, and those seeking appointments often have to wait up to 30 days before seeing a health professional.

The panel recommended that the clinics be open on evenings and weekends and that they accept walk-in clients. In addition, local health officials should explore the possibility of providing family-planning services in the schools, it urged.

DISTRICTS

Indian Parents in Duluth Demand Magnet School for Their Children

Native American parents in Minnesota have asked the Duluth school district to establish a magnet elementary school where Indian children would receive culturally infused instruction.

Indian parents have been negotiating privately with officials of the 13,000-student district for two years to establish such a school for the approximately 600 Indian children who attend the city's public schools.

But Bill Morrison, a Native American whose foster children attend the public schools, said the parents decided to make their demands public at a recent school-board meeting because they believe the district is inattentive to complaints of harassment by white students and unresponsive to the generally poor academic performance of Indians.

St. Paul, Minn., has recently created an Indian magnet school, and a statewide Indian magnet school has also been proposed.

District officials are scheduled to meet with an Indian parents-advisory group in January to discuss their proposal, said Geraldine Koslowski, the district's Indian education director.

But Mr. Morrison, who sends another of his children to a school on the nearby Fond Du Lac reservation, said Indian parents already have obtained a "commitment" from the tribal government to educate their children in reservation schools.

"We needed to choose the best possible course for our children," he said.

■ **In a ruling thought to be the first of its kind in Pennsylvania, a federal judge has ordered a school district to pay for extra years of schooling for a handicapped boy who was not given a proper educational program.**

The ruling last month by U.S. District Judge Norma L. Shapiro forces the Chester-Upland school district to pay for the education of the boy, known as Lester H., until he reaches age 23½. Under state special-education law, public schooling normally ends at age 21.

The judge said the extra schooling is required to compensate the boy, who is now 11, for two and a half years when the district failed to find him an adequate placement in the type of private-school program that both school officials and the boy's mother had agreed was necessary.

■ **The last-minute intervention of Mayor George Latimer helped avoid the first threatened teachers' strike in St. Paul, Minn., since 1946.**

Mr. Latimer, a former labor lawyer, met with negotiators for the school district and union last week and reached a compromise on Dec. 5, the day before the strike was scheduled to begin.

Teachers in the district will receive an increase of 16.4 percent in their wage-and-benefits package over the next two years. The school board had offered a 15.6 percent increase, while the union had been asking for an 18.3 percent boost.

The 2,600 members of the St. Paul Federation of Teachers overwhelminlgy approved the contract in voting Dec. 6 and 7.

■ **A 35-year-old Natchez, Miss., man has been charged with shooting his wife and raping two of her co-workers in front of a classroom full of kindergartners earlier this month.**

A spokesman for the Natchez police department said Larry Bates was arraigned last week on charges of aggravated assault, capital rape, sexual battery, kidnapping, and possession of a firearm by a felon after he allegedly terrorized a classroom at Northside Primary School where his wife worked as a class aide.

Police are still investigating the motive behind the Dec. 1 attack.

The spokesman said a man entered the 506-student school about 1:30 P.M. with a .38-caliber handgun and took the classroom full of 19 students and three adults, including his wife, hostage.

He then lined the students up against the window between himself and the police outside, the spokesman said.

The man shot his wife, Andrea Bates, twice during the afternoon, wounding her in the head and back. Police last week said she was in stable condition. None of the children was injured.

Eddie Jones, Natchez police chief, negotiated with Mr. Bates through the school's intercom system.

The spokesman said Mr. Bates was apprehended after one of the teachers grabbed the weapon out of his hands while he was distracted.

District officials said school was open the following day, and that a team of counselors and psychologists had visited students and parents.

■ **A student at Wellington (Kan.) High School was arrested on Nov. 18 for allegedly printing counterfeit $100 bills in a workshop in the school's basement.**

Tye Deschaine, 18, was released on his own recognizance on the night of his arrest. He is believed to have been working in the basement on Nov. 11 when a school custodian discovered that the door to the workshop was tied shut with rope, said Steve Brown, Wellington's police chief.

The case, which is being handled by Annette Gurney of the U.S. Attorney's office in Wichita, is still under investigation. As of last week, Mr. Deschaine had not been charged, Ms. Gurney said. The investigation is expected to be completed this week, she added. In the meantime, the student is continuing to attend Wellington High School, according to Merlyn Elder, the school's principal.

A second student, who has not been arrested or charged, is also suspected of working with Mr. Deschaine in the alleged counterfeiting scheme, according to Mr. Brown.

■ **The U.S. Justice Department's Community Relations Service has agreed to mediate a dispute involving charges of racial bias leveled at the governing board of a newly consolidated school district in Arkansas.**

Black residents of Wheatley, Ark., filed suit in federal court earlier this year charging that whites from the former Palestine school district dominate the school board formed when the two districts agreed to consolidate in 1987.

The lawsuit asks the court to disband the current eight-member board and replace it with one whose members would be elected from geographic districts.

U.S. District Judge Henry Woods, who oversees the case, late last month ordered parties to the suit to cooperate in the Justice Department's mediation efforts.

■ **Financial problems caused the Toledo Head Start program, which state officials had singled out as one of Ohio's best, to close its doors from late November until early last week.**

Parents with children in the program were told late last month that a $200,000 funding shortfall had forced the layoff of as many as 200 teachers, bus drivers, and other employees, according to published reports.

Federal officials awarded a $200,000 grant to make up the shortfall—which local officials blamed on escalating health-care costs—and reopen the program, said William Sullivan, a spokesman for Head Start's regional office in Chicago .

■ **Temple University's Center for Social Policy and Community Development has been awarded a $1 million grant over five years to develop a model program for preventing child abuse.**

The program, which will be funded by the National Center for the Prevention of Child Abuse and Neglect, will attempt to "teach people to mind each other's business in a positive and supportive way," according to Seymour J. Rosenthal, director of the center.

The program will work with neighbors throughout North Philadelphia through church groups, schools, and other civic organizations to teach good parenting skills, health care, and alcohol- and drug-abuse prevention.

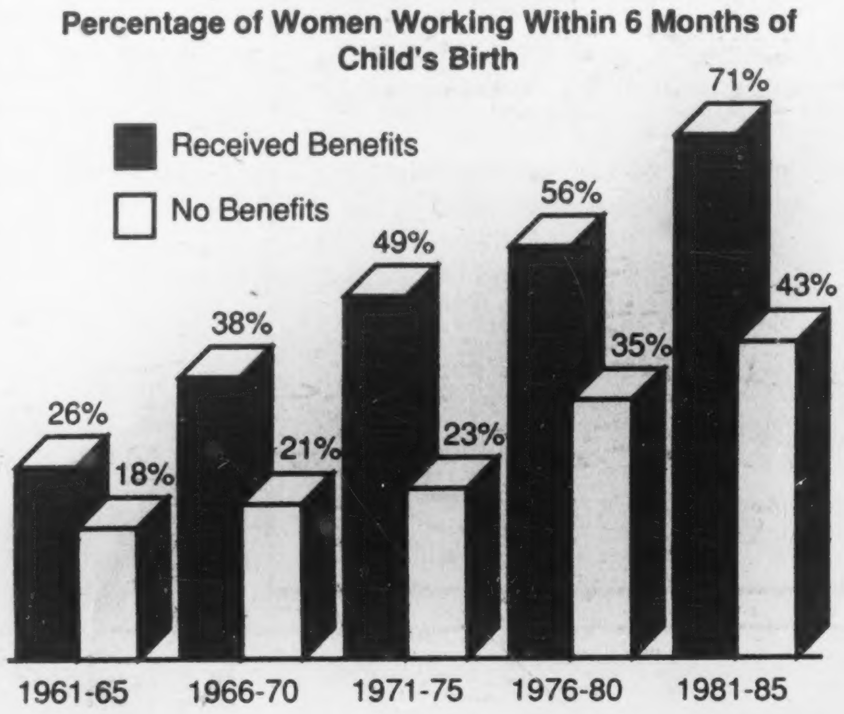
Residents in the program will be brought together for "celebrations of life," when babies are born in the neighborhoods, and parents will be urged to take "birth vows," similar to wedding vows, to become more committed to proper parenting, Mr. Rosenthal said.

Officials with the center proposed the project after learning that reports of child abuse in the area had increased 94 percent since 1980, he added.

As part of the program, W. Wilson Goode, the city's Mayor, will appoint a task force that will coordinate the efforts of the city's various human-service agencies to better prevent and treat child abuse.

DIMENSIONS

Benefits and Working Mothers



Better benefits, including maternity leave and seniority protection, seem to be helping speed women back to work sooner after childbirth, according to data collected by Martin O'Connell, a demographer with the U.S. Census Bureau.

Mr. O'Connell told a recent meeting of the American Statistical Association that between 1981 and 1985, about 71 percent of women who received benefits returned to work within six months of childbirth. Only about 43 percent of women without benefits were back at work within six months, he said.

Twenty years ago, Mr. O'Connell said, 26 percent of women with benefits returned to work within six months, and 18 percent without benefits did so. "An offer of job retention after childbirth must be considered as an important explanatory factor," Mr. O'Connell said.

Benefits for expectant working mothers are much more widely available today, Mr. O'Connell said. In the early 1960's, about 16 percent of women had paid maternity leave and another 14 percent had unpaid leave with job protection. By the early 1980's, 47 percent had paid maternity leave and 20 percent had unpaid leave.

UPDATE

■ **A federal appeals court has upheld a lower-court ruling allowing peace activists the same opportunity as military recruiters to address Atlanta students at the district's "Career Day."** *(See Education Week, March 15, 1989.)*

The ruling stems from a suit filed in 1984 against the city's school board by the Atlanta Peace Alliance. The suit charged that the district's policy of allowing military recruiters, but not antiwar groups, to participate in Career Day events was discriminatory.

U.S. Justice Department lawyers joined the suit on behalf of the district at the district-court level, arguing that military recruiters should have preferred access to the event "for reasons of national security."

The U.S. Court of Appeals for the 11th Circuit's decision last month upheld the district-court ruling that the peace activists could not be barred solely on the basis of the group's antiwar position.

■ **A federal appeals court has upheld the conviction of Dan C. Alexander Jr. on charges of racketeering and extortion** related to construction contracts let while he was president of the Mobile County, Ala., school board during the early 1980's.

Mr. Alexander, author of *Who's Running Our Schools?*, a critique of the National Education Association, currently is serving a 12-year prison sentence for his 1986 convictions. *(See Education Week, Jan. 14, 1987.)*

The latest appeal in the case was based on a new U.S. Supreme Court interpretation of the federal Racketeering Influenced Corrupt Organizations statute.

A three-judge panel of the U.S. Court of Appeals for the 11th Circuit ruled last month that Mr. Alexander's conviction under the RICO statute was valid because his criminal activities were related and would likely have continued in the same pattern.

PEOPLE

■ A psychologist who played a key role in outlawing school segregation, a governor who was active in education reform, and an educator who brought higher education to an impoverished Indian reservation were last week awarded the second annual Harold W. McGraw Jr. Prizes in Education.

The prizes, which carry a cash award of $25,000, went to **Kenneth B. Clark**, distinguished professor of psychology emeritus at the City University of New York, former Gov. **Richard W. Riley** of South Carolina, and **Kathleen A. Ross**, president of Heritage College in Washington State.

Joseph L. Dionne, chairman of McGraw-Hill Inc., said the winners provided "the initiative, the leadership, and the inspiration" to help ensure that all citizens "reach their fullest learning potential."

■ **William P. Morris**, superintendent of the Monroe County Intermediate School District in Monroe, Mich., has been elected president-elect of the American Association of School Administrators.

Mr. Morris, a member of the association's executive committee, will assume his one-year term March 15. At that time, **Erling Clausen**, superintendent of the Berkeley Heights, N.J., schools, will become president of the organization.

Paul Jung, superintendent of Community Consolidated School District 62 in Des Plaines, Ill., was elected to the one-year term of vice president. **John Duncan**, superintendent of the Simi Valley, Calif., schools, and **Wayne Blevins**, superintendent of the Alief Independent School District in Alief, Tex., were elected to three-year terms on the A.A.S.A. executive committee.

■ Calling the increase in incidents involving weapons in the New York City schools "an epidemic," **Sandra Feldman**, president of the United Federation of Teachers, last week called for metal detectors to be installed in all city high schools that want them.

Fourteen city high schools and one junior high currently use metal detectors, she said, and none has had a single gun incident since they were installed.

Ms. Feldman spoke at a special hearing of the board of education called to discuss the increase in violence in the city's schools this year. Nineteen incidents involving guns were reported in the district in the first 36 days of school, she said.

■ **Stanley S. Litow**, a frequent critic of the New York City public schools, has been named deputy chancellor of the nation's largest school district by Joseph A. Fernandez, the district's incoming superintendent.

Mr. Litow is founder and president of Interface, a watchdog group that in recent years has issued some 50 reports criticizing various aspects of the district's operations. He has no previous experience as a school administrator, but served as the staff director for the search committees that selected Mr. Fernandez and his predecessor as chancellor, the late Richard R. Green.

MILESTONES

■ **Eliana Martinez,** a mentally disabled AIDS victim whose mother successfully challenged a judge's ruling that she attend school in a glass booth, has died of the disease. She was 8.

Eliana's plight attracted nationwide attention in 1988 after school officials in Hillsborough County, Fla., said she could not attend school there because she posed a health risk to other students. A federal judge ruled the girl could attend school in a specially constructed, $10,000 glass booth. The girl's adoptive mother, Rosa Martinez, successfully challenged the decision.

Eliana died Nov. 27 at her home in Tampa—seven months after she was first allowed to attend school without the enclosure. *(See Education Week, May 10, 1989.)*

■ **Eleanor J. Farrar**, an educational researcher and expert on urban high schools, died of cancer Nov. 26 at her home in Shaker Heights, Ohio. She was 50.

An assistant professor of educational studies at the State University of New York at Buffalo, Ms. Farrar was best known as a co-author of *The Shopping Mall High School*, a 1985 book that examined the undemanding, disjointed course of study undertaken by the majority of students.

Ms. Farrar also contributed research reports to the National Commission on Excellence in Education, and was recently involved in a long-term study of the effects of the Boston Compact, an agreement between that city's schools and businesses.

■ **Ronald W. Mitchell**, executive director of the International Reading Association since 1984, died of heart failure Nov. 17. He was 54.

Mr. Mitchell, who joined the I.R.A. as assistant executive secretary in 1966, recently was selected to serve on the steering committee for the World Conference on Education for All, which will be held in Bangkok in March 1990.

Mr. Mitchell's family has established the Ronald W. Mitchell Memorial Fund, and asks that contributions be sent in care of the International Reading Association, 800 Barksdale Road, P.O. Box 8139, Newark, Del. 19714-8139.

Create 'National Endowment' for Foreign Studies, Coalition Urges

By Robert Rothman

WASHINGTON—The federal government should create a "national endowment for international education and competence" to lead a nationwide push for enhancing foreign-language and international-studies instruction, a coalition of 165 groups in the field argues in a report issued last week.

The "plan of action" by the foundation-funded Coalition for the Advancement of Foreign Languages and International Studies also calls on states and local districts to "internationalize school curricula." And it urges colleges to strengthen entrance requirements in international studies and to train teachers in the field.

"For 150 years, it was one of the strengths of the United States that we were able to be indifferent and oblivious to the rest of the world," the coalition's chairman, Robert M. Rosenzweig, president of the Association of American Universities, said at a press conference here.

But the growing interdependence of the world economy, the report states, demands "a new educational philosophy" that recognizes that an understanding of other cultures and tongues is a "basic requirement" for the next century.

"It is not enough to provide our students with the three R's," it says. "To understand today's world and function effectively in it, our students must acquire vital international knowledge and skills."

The proposed endowment, modeled after the National Endowment for the Humanities or the National Science Foundation, would serve as the "lead point" for such efforts, the report suggests.

> *"[T]here is a widely recognized need to change . . . to improve our capacity to operate in a highly competitive world."*
>
> —Robert M. Rosenzweig

In addition to sponsoring research and advanced study, it says, the endowment would also sponsor school-college partnerships, develop international-education programs for schools, and serve as a clearinghouse for information on effective programs.

Mr. Rosenzweig declined to predict how much the new agency would cost. But he noted that the group recommended that it supplement existing efforts, which should also receive additional funds.

"It's not unreasonable to say this is a bad time" to make such recommendations, he said, noting the government's fiscal problems. "But there is a widely recognized need to change the way we are doing things to improve our capacity to operate in a highly competitive world."

The report issued last week represents the culmination of a two-year effort by the coalition to lay out an agenda for foreign-language and international studies.

'Higher National Priority'

Funded by the Ford, William and Flora Hewlett, McDonnell, and Rockefeller foundations, the group includes business, education, area-studies, and international-exchange organizations.

Other groups, such as the Study Commission on Global Education and the National Governors' Association, have also proposed an increased emphasis on international studies.

But the coalition is the first attempt to "bring together as many of the relevant actors as possible," according to Mr. Rosenzweig.

The report indicates that the coalition arrived at the "unanimous conviction that international education must become a higher national priority, and that much can and needs to be done to make it so."

Based on the recommendations of its three working groups—on federal support, state and local initiatives, and private-sector involvement—the coalition concluded that all sectors of society must play a role in enhancing international competence.

State, Local Initiatives

Specifically, the group urged the federal government to expand support for international, area, and language studies, as well as for exchange programs.

In addition, the report says, the federal government should provide national leadership to "encourage and focus efforts of state and local governments and the private sector."

While there are many examples of successful programs at the local level, states and districts could do more to enhance international education, Frances Haley, executive director of the National Council for the Social Studies, said at the press conference.

"The ultimate goal," the report maintains, "is to develop and implement policies and programs at the state and local levels to provide opportunities for all students at all educational levels to have access to international education."

To achieve that goal, the report proposes, among other recommendations, that:

- Schools "internationalize" curricula by adding courses in world geography, world cultures, area studies, and foreign languages, and redesign existing courses to provide an international perspective.
- Districts recruit teachers with international knowledge and foreign-language skills.
- States establish scholarships or other incentives to enable students, teachers, and others to participate in international-exchange programs.
- Civic groups foster "sister school" programs to encourage exchanges with schools abroad.

Copies of the coalition's report, "International Competence: A Key to America's Future," along with reports from the working groups on federal support and state and local initiatives, are available for $3 each from CAFLIS, 1 Dupont Circle, Suite 710, Washington, D.C. 20036.

The report of the working group on the private sector's role costs $10, and is available from the same address.

First State-by-State Comparisons of Math, Science Education Released

By Robert Rothman

WASHINGTON—The first state-by-state comparisons of data on mathematics and science education have been released by the Council of Chief State School Officers.

The group last month published a federally funded report, which is expected to be issued biennially, that includes data on student course-taking, demographic characteristics of teachers, and the proportion of teachers teaching out of the field in which they were certified.

The information will, for the first time, enable state officials to compare their own programs to those in other states and in the nation as a whole, said Rolf Blank, director of the council's science/math indicators project.

"In the past, each state published reports, and people weren't sure if they were comparable," he said. "With this common reporting system, we can relate where each state is to the larger picture."

In the future, Mr. Blank said, the council will also include an analysis of the data and descriptions of how states can use the information.

He noted, in addition, that the project will "hook up with" other state-by-state comparisons, including the National Assessment of Educational Progress and the schools and staffing survey of the National Center for Education Statistics.

The N.C.E.S. survey will provide state-level data on elementary class time spent on math and science, and indicators of the preparation of elementary and secondary teachers in math and science. Next year, NAEP will provide state-level data on math achievement by 8th graders.

Findings from the report include the following:

Proportion of Students Enrolled in Math Courses In Grades 9-12 By Level

State	Review and Informational	Formal Level 1 (Algebra 1)	Formal Levels 2 - 5	Other Math	Total
Alabama	28%	16%	27%	*	72%
Arkansas	*	30	36	*	66
California	21	21	28	5%	76
Delaware	34	15	28	1	77
Hawaii	62	13	22	*	97
Idaho	19	23	31	2	76
Illinois	19	21	[illegible]	[illegible]	[illegible]
Indiana	31	15	32	*	78
Iowa	17	22	43	8	91
Kentucky	35	18	34	*	87
Louisiana	14	30	45	*	88
Minnesota	11	21	40	*	72
Mississippi	24	21	37	*	82
Missouri	21	22	36	3	82
Montana	19	30	29	*	78
Nebraska	21	27	49	8	105
Nevada	28	22	25	*	75
New Mexico	40	[illegible]	21	*	[illegible]
New York	23	19	[illegible]	[illegible]	81
North Carolina	31	[illegible]	[illegible]	[illegible]	[illegible]
North Dakota	15	23	41	1	80
Ohio	28	18	36	1	83
Oklahoma	22	23	33	2	79
Pennsylvania	14	21	47	*	82
South Carolina	46	16	32	2	96
Texas	34	22	34	[illegible]	90
Virginia	30	21	[illegible]	[illegible]	90
Wisconsin	34	21	29	*	84
Wyoming	[illegible]	7	19	1	[illegible]
Median	**25**	**21**	**34**	**2**	**82**

* State does not collect or cannot report data for category

Note: Illinois data collected 1986-87 school year; Nebraska data includes first and second semester enrollments

SOURCE: State Departments of Education, Data on Public Schools, Fall 1988

Proportion of Students Enrolled in Science Courses In Grades 9-12 By Level

State	Earth Sci. Physical Sci. General Sci.	Biology 1st year	Bio. 2nd yr., Chem. & Phys. Yrs. 1 & 2	Other Science	Total
Alabama	23%	26%	22%	1%	72%
Arkansas	27	34	15	3	79
California	19	24	15	3	61
Delaware	27	24	18	0.4	69
Hawaii	29	23	17	4	73
Idaho	23	23	15	[illegible]	65
Illinois	20	24	19	0.5	64
Indiana	22	25	23	1	[illegible]
Iowa	23	28	23	1	75
Kentucky	11	26	27	0.1	64
Louisiana	31	25	20	9	84
Minnesota	22	22	23	2	69
Mississippi	10	31	34	0.2	75
Missouri	29	22	26	2	79
Montana	25	18	33	2	78
Nebraska	[illegible]	34	[illegible]	[illegible]	[illegible]
Nevada	[illegible]	18	22	[illegible]	[illegible]
New Mexico	32	33	16	1	82
New York	27	33	[illegible]	5	87
North Carolina	[illegible]	[illegible]	15	1	[illegible]
North Dakota	27	27	29	2	85
Ohio	24	24	19	4	71
Oklahoma	18	24	21	9	72
Pennsylvania	19*	27	25	0	71
South Carolina	27	25	18	1	71
Texas	[illegible]	[illegible]	14	[illegible]	67
Virginia	[illegible]	25	27	0.5	[illegible]
Wisconsin	24	24	[illegible]	2	[illegible]
Wyoming	17	[illegible]	[illegible]	[illegible]	[illegible]
Median	**24**	**25**	**19**	**2**	**71**

* Estimated from totals for grades 7-9

Note: Illinois data collected 1986-87 school year; Nebraska data includes first and second semester enrollments

SOURCE: State Departments of Education, Data on Public Schools, Fall 1988

- In the 29 states that reported enrollment data, an average of 24 percent of high-school students were taking earth, physical, or general science in 1988-89.

The proportions taking such subjects varied widely among states, however. For example, 0.4 percent of Alabama students and 24 percent of Virginia students in grades 9 through 12 were taking earth science.

"It is likely," the report states, "that the variation reflects differing state priorities and guidelines for 9th-grade science."

- The median state percentage of math teachers under age 30 is 14 percent; the median above age 50 is 16 percent.
- The proportion of male and female math and science teachers varies substantially. In Minnesota, 20 percent of math teachers are female; in Texas, the proportion is 76 percent.
- The percentage of math teachers teaching out of field ranges from 0 percent to 27 percent, while the proportion of part-time chemistry teachers teaching out of field ranges from 0 percent to 61 percent.

Copies of "State-by-State Indicators of Science and Mathematics Education" are available for $2 each from Rolf Blank, Director, Science/Math Indicators Project, Council of Chief State School Officers, 400 North Capitol St., Washington, D.C. 20001.

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European Upheaval Sparks Curriculum Debate

Teachers Lament Gaps In Students' Knowledge

By Peter Schmidt

At a time when minority educators are pushing hard for a less "Eurocentric" world view in school curricula, the tumult in Eastern Europe—and U.S. students' failure to grasp its significance—has convinced some that social-studies reform should include more, not less, about modern European history.

Across the country, teachers trying to use the upheaval in the Eastern Bloc as an instant history lesson have reported that their students have a surprisingly poor background for understanding the momentous events.

"Teachers said, 'I could not tell my kids about it without crying, and my kids were looking at me with a glazed expression,' " said Francie M. Alexander, associate superintendent for curriculum, instruction, and assessment in the California Department of Education.

Denny L. Schillings, a teacher of European history at Homewood-Flossmoor High School in Flossmoor, Ill., said that while honors and

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AP/Newsfinder

A Rumanian student photographs soldiers in Bucharest last week, about 10 days after the Communist government of Nicolae Ceausescu was toppled.

Rule Governing Chapter 1 Funds Is Struck Down

Judge Rejects Allocation Of Aid to Church Schools

By Mark Walsh

In a decision with national implications, a federal district judge has struck down a U.S. Education Department regulation governing the allocation of federal Chapter 1 remedial-education aid to students in church-affiliated schools.

Acting in a case brought by Missouri taxpayers, U.S. District Judge Joseph E. Stevens Jr. ruled on Dec. 21 that the federal rule forcing states and school districts to deduct the cost of aiding parochial-school students "off the top" of their entire Chapter 1 allocations violates the First Amendment's ban on government establishment of religion. The plaintiffs charged that under the funding scheme, private-school students in some communities received seven times as much aid as those in public schools.

The Education Department adopted the rule in response to the U.S. Supreme Court's 1985 decision in *Aguilar* v. *Felton*, which barred public schools from sending their employees to church-affiliated schools to teach Chapter 1 classes.

The regulation, issued during the tenure of former Secretary of Education William J. Bennett, was intended to make funding available for alternative—and relatively more expensive—means of providing services to private-school students, such as in mobile classrooms.

In his ruling in *Pulido* v. *Cavazos*, Judge Stevens held that remedial services could not be provided in vans parked on church property, but that they could be provided in vans parked on public property adjacent to churches.

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Project Seeks To Hone Preschool-Program Accreditation

By Deborah L. Cohen

Concerned that existing accreditation procedures do not adequately address the growing numbers of public-school programs serving 3- to 5-year-olds, the Southern Association of Colleges and Schools has joined forces with early-childhood experts to tailor an accreditation process to preschool programs.

In a pilot project to be launched this year, SACS plans to incorporate into its own accrediting procedure the National Association for the Education of Young Children's standards for early-childhood programs.

The joint venture, experts say, represents the first attempt to fashion an accreditation procedure for use by a broad range of public and private schools and centers for preschool children in a wide geographic area.

SACS, one of six regional bodies that accredit public and private schools and colleges, accredits programs in 11 Southern states. The N.A.E.Y.C. has its own rating system to accredit early-childhood centers nationally.

Officials of SACS and the N.A.E.Y.C. have met informally to discuss how to merge their standards, and representatives of both groups will meet in March to work out the details.

The project, which could get under way as early as this spring, is expected to include at least one school that serves 4- and 5-year-olds from each of the SACS states.

Officials of both groups say the project could serve as a model for other accrediting bodies and could help spur the spread of "developmentally appropriate" instructional practices in early-childhood programs.

"We see a great potential for our two organizations to emerge with a model that

Continued on Page 14

Report Advocates Network To Benefit Minority Students

By Peter Schmidt

WASHINGTON—A group of prominent educators and policymakers has recommended the establishment of a national networking organization to help champion and disseminate promising strategies for boosting the school achievement of minority youths.

The nonprofit network is among 58 recommendations contained in a report scheduled for release this week by the Quality Education for Minorities Project, an endeavor established with $1.2 million in funding from the Carnegie Corporation of New York and based at the Massachusetts Institute of Technology.

The book-length report, *Education That Works: An Action Plan for the Education of*

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Effort To Improve Ky. Schools Seen Mired in Political Power Battle

By Reagan Walker

With a court-ordered redesign of their schools looming on the horizon, Kentucky lawmakers began last week what could be the most contentious legislative session in the state's history.

Finding remedies for the educational ills that led to last year's landmark state supreme court decision was to have been a topic for resolution in a special session held after next May's primary elections. The court declared the entire Kentucky school system unconstitutional.

But a recent spate of rhetoric by the Governor—and its repercussions in the legislature—has created a volatile political mixture that will make the timing and funding of a school-reform bill, if not its substance, cause for vigorous debate.

One potentially explosive issue, many lawmakers said last week, could be the gubernatorial-succession amendment being heavily promoted by Gov. Wallace G. Wilkinson. It could, these legislators said, create a climate so divisive that reaching a consensus with the executive branch on education would be difficult.

Many are predicting that what could unfold is an all-out brawl over the balance of powers between the legislative and executive branches.

Governor Wilkinson, who is suggesting, sources said, that he needs a now-prohibited second term to see through school reform, will be met head-on by a legislature seeking to extricate itself from a long tradition of dominance by the chief executive.

The search for an "efficient system of common schools," which the supreme court placed squarely in the hands of the legisla-

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A federal study supports both phonics and reading in context.

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A move to let contractors run the research library appears to be stalled.

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A sampling of views on how education will fare in the 1990's.

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In the latest twist in the battle over reading instruction, a federal study has concluded that effective teaching requires a balance between phonics activities and reading in context. **Page 7.**

The Classics in Comics
Once decried by English teachers, Classics Illustrated comic books will be back on the shelves next month; this time, some educators predict, they may well get a warmer reception. **Page 7.**

Taking Stock in Oakland
The new leaders of the troubled Oakland, Calif., public schools say the district's educational and financial problems are not as bad as media accounts have made them seem. **Page 10.**

Proposals for New York
In his annual State of the State address, New York Gov. Mario M. Cuomo has called for restructuring of the state's school-finance formula and universal health care for children in the state. **Page 15.**

Consolidation on the Agenda
Faced with seemingly intractable problems of school finance and equity, a growing number of state officials argue that the time has come to again consider rural school consolidation. **Page 15.**

Walkouts in Washington State
The state's teachers are planning one-day walkouts and other demonstrations next month to protest the governor's decision not to use part of a huge budget surplus for pay raises. **Page 17.**

Improving Science Education
Secretary of Energy James D. Watkins is asking corporate leaders to open their research laboratories to provide opportunities to train precollegiate students and teachers. **Page 23.**

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ACROSS THE NATION

NATIONAL

Yale, Princeton Begin Accepting A.C.T. Scores for Admissions

Yale University and Princeton University have begun accepting scores from the American College Testing program as well as the Scholastic Aptitude Test for admission.

The A.C.T. is widely administered at high schools in the South and Midwest; the S.A.T. is predominant in the East and West and has long been required for admission at the two Ivy League institutions. Their acceptance of A.C.T. scores is expected to boost admissions from the South and Midwest.

For several years, Cornell University and Brown University have been the only Ivy League institutions to accept either test for admission.

Yale officials said the change in policy has already facilitated the admissions process for a few students from the Midwest who applied to Yale's early-action program this fall.

■ **The U.S. Consumer Product Safety Commission has begun a program to alert school districts of the dangers posed by folding tables that can tip over.**

At least six children have been killed and 14 others injured in the past 10 years as a result of moving or playing with folding tables that tipped over on them, the commission reported.

Many of the injuries occurred when an adult asked a student to move one of the folded tables, which are commonly found in school cafeterias and conference rooms, and can weigh 270 pounds or more. Often, the top-heavy tables tip over after their wheels hit an obstruction, commission officials said.

The commission last month announced that it had sent every district in the country a form for ordering a free supply of warning labels to stick on every mobile table that is at least 50 inches high when folded. All six manufacturers of the tables have voluntarily joined the warning program.

STATES

Georgia Board Relaxes Stand On 'No-Pass, No-Play' Rule

The Georgia Board of Education has relaxed its "no-pass, no-play" rule to allow younger high-school students to compete in athletics with fewer academic credits, but the state high-school athletic association says it won't go along with the change.

According to a board spokesman, the rules were changed to allow students who falter more time to "get back on track."

Previously, second-year students were required to have earned 5 credits, and third-year students 10 credits, to compete in athletics. Now they need only 3 and 9 credits, respectively.

But William Fordham, executive director of the Georgia High School Association, which regulates interhigh-school athletics, said the association has no plans to lower its requirements.

The board of education also eliminated academic eligibility requirements for certain extracurricular activities, such as belonging to a club that fights drug abuse or serving on a homecoming court.

In addition, it dropped a provision prohibiting fifth-year students from participating in extracurricular activities.

The old rule was heavily criticized by school administrators, who said it created excessive paperwork.

The board's action last month was its second revision of the controversial rule in a year.

■ **A task force appointed by Gov. Thomas Kean of New Jersey has released a comprehensive plan for improving students' literacy in the arts.**

After a two-year study, the Literacy in the Arts Task Force last month gave New Jersey schools "a barely passing grade" for arts instruction. It concluded that schools that "deny children an understanding of the arts also deny them a powerful communications tool," according to the group's chairman, Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching.

According to the report, New Jersey is one of 29 states with an arts requirement for high-school graduation. But the task force notes that New Jersey students can meet the requirement by taking a course in "practical" arts, such as home economics or industrial arts.

The report also notes that most of the arts instruction in the state focuses on visual arts or music. Theater and creative-writing courses are rare, and dance courses are virtually "nonexistent."

The task force recommended that the state board call for each district to offer a comprehensive, multicultural arts program that would allow students to discover art on many levels, and that would be integrated throughout the K-12 curriculum.

DISTRICTS

Cleveland School Board Cannot Fire Superintendent, U.S. Judge Rules

A federal judge has granted a temporary injunction barring the Cleveland school board from considering a motion to fire or suspend its embattled superintendent, Alfred D. Tutela.

Mr. Tutela sought the order from U.S. District Judge Frank Battisti, who oversees the district's long-running desegregation case and who appointed Mr. Tutela as part of his order in the case, after several board members said publicly that they would seek to oust the superintendent.

The superintendent's relationship with his board deteriorated steadily last year during a heated school-board race. On Nov. 7, Election Day, Mr. Tutela filed a lawsuit against four board members charging that their support of a resolution barring him from participating in the campaign violated his free-speech rights.

In his ruling, Judge Battisti said that board members were apparently seeking to fire Mr. Tutela in retaliation for his lawsuit against them, and that dismissing the superintendent would constitute a violation of his rights of free speech and access to the courts.

■ **A federal court is expected to decide this spring whether public-school officials in Stafford County, Va., must pay for an interpreter for a deaf boy who attends a Christian school.**

The parents of 12-year-old Matthew Goodall filed a lawsuit in U.S. District Court in Alexandria late last year. They contend that federal special-education law requires school officials to continue to provide their son with interpretive services even though the boy left the public-school system in 1988 to attend the Fredericksburg Christian School.

Scott Cairns, a lawyer for the school system, said state law forbids school officials from serving students in religious schools. The Virginia State School Boards Association is expected to file a brief in support of the school system in the case.

■ **Members of the Boston Teachers' Union will vote this week on whether to hold a two-day strike later this month to protest the city's inability to pay for the teachers' contract.**

On Dec. 14, teachers and other school employees staged a one-day walkout that forced Superintendent of Schools Laval S. Wilson to close the schools.

The union's executive committee has recommended striking again on Jan. 25 and 26, according to Edward J. Doherty, the union's president. Members will vote Jan. 10 on whether to do so.

In early December, the City Council declined Mayor Raymond L. Flynn's request to provide funds for the first year of the three-year contract, which calls for site-based management and other educational reforms.

The union and city administration are now deadlocked over whether the contract, which was settled in May, must be renegotiated.

■ **Teachers in Terrebonne Parish in Houma, La., returned to work last week after a 42-day strike, the longest in the state's history.**

The teachers, who began the strike Oct. 18, had unsuccessfully sought collective-bargaining rights.

Instead, a committee of teachers, administrators, parents, and support personnel will be formed to bring concerns about instructional issues and personnel matters to the school board's attention, according to L. P. Bordlon, assistant superintendent for curriculum and instruction.

The district's 21,000 students remained in school during the strike, as did 38 percent of its teachers, Mr. Bordlon said. Some parents worked as substitutes during the strike.

■ **Los Angeles teachers have voted to charge nonunion members for the services they receive from United Teachers of Los Angeles.**

In a Dec. 13 election, 14,632 out of the 21,641 teachers who voted were in favor of instituting "agency fee" dues; 34,000 teachers were eligible to cast ballots.

Frances Haywood, vice president of the union, said the dues for nonmembers have not yet been determined. In other California districts with such arrangements, nonunion members pay approximately 85 percent of members' dues, according to the U.T.L.A.

■ **The New York City Board of Education has voted to designate the Manhattan Comprehensive Night High School as a degree-granting institution,** making it possible for students to complete all requirements for a high-school diploma after regular school hours.

The new high school, which began accepting students in February 1989, is geared toward students who hold full-time jobs or who are otherwise unable to attend school during the day, according to a spokesman for the board. Classes are held from 5 to 11 P.M. on Monday through Thursday, with various cultural activities offered on Sundays.

The recent board action clears the way for the school to seek certification from the state. While other high schools in the city offer night courses, the new high school will be the first such diploma-granting school in recent times, according to the spokesman.

■ **The Prince George's County (Md.) Board of Education voted last month to use a lottery system to fill open seats in its magnet schools beginning this spring**, ending an annual ritual during which many parents camped outside the registration site in an attempt to secure spaces for their children.

The "first-come, first-served" system was believed to discriminate against single and working parents and others who were unable to devote up to a full week to wait in line, school officials said.

Spaces in the district's popular magnet-school programs have become increasingly scarce as the district nears complete implementation of a desegregation plan that doesn't include the opening of any new magnet schools.

Last year, the district received 5,000 applications for 1,200 available spaces in its magnet schools, district officials said. The recent board action follows a move last year to fill 30 percent of the available magnet-school seats with a random lottery.

■ **The Westinghouse Science Talent Search, the nation's most celebrated high-school science contest, has decided to admit entries from New York City's Stuyvesant High School even though they were received after the deadline.**

Contest officials originally had disqualified the late-arriving entries from the 90 seniors. They reversed their decision after the overnight mail service involved admitted it was to blame.

Seniors at the 2,600-student school regularly place high in the contest, which awards scholarhips of up to $20,000 to 40 winners. Last year, 26 of the 300 contest semifinalists were students at the school.

DIMENSIONS

The Education Workforce

More than one-half, or 7.5 million, of all state and local workers are employed in education activities, according to data for 1988 compiled by the U.S. Census Bureau.

Over the past five years, the bureau reports, the education field has gained some 888,000 workers—the largest actual gain of any field. In each of those years, the workforce grew by 2 percent, according to the bureau.

In 1988, localities employed some 10.3 million workers, 4.7 million of whom worked for school districts. Those school employees earned $8.3 billion a year in wages.

The combined state and local workforce in 1988 was 12.4 million, or 505 employees per 10,000 population. Of the 505, 249.2 were employed in education, far more than in any other field.

Activity	Number per 10,000 Population
Education	249.2
Public Safety (police, fire, and corrections)	55.2
Health and Hospitals	54.4
Highways	22.0
Financial and General Government Administration	21.8
Public Welfare	17.5
Judicial and Legal	10.7
All Other Activities	74.0

UPDATE

Seattle Board Votes To Reject Controversial Anti-Busing Measure

The Seattle board of education has voted 4 to 3 to reject an anti-busing initiative narrowly approved by voters last November. *(See Education Week, Nov. 15, 1989.)*

The initiative would have required the City of Seattle to provide the school district with 6 percent of its sales-tax revenues—roughly $4.5 million a year—for voluntary desegregation programs if the board voted to abandon a "controlled choice" student-assignment plan implemented last fall.

Several board members said it was not feasible for the district to move quickly to adopt the districtwide open-enrollment plan called for in the initiative. Although most students are enrolled in schools of their choice under the "controlled choice" plan, its requirements for a racially balanced enrollment at each school force some students to accept schools they had not chosen.

Both supporters and opponents of the initiative have said they are willing to seek a compromise solution that would eliminate mandatory student assignments over the next several years.

Three organizations that threatened to challenge the initiative in court said they would heed the request of Norm Rice, the newly elected mayor and a staunch opponent of the initiative, to delay legal action until after Feb. 6. On that day, voters will be asked to approve a special property-tax levy for school operations.

■ **The New York City Board of Education has abandoned a controversial plan to permit an Air Force Junior Reserve Officer Training Corps program to be established at a school named for the late Rev. Martin Luther King Jr.** *(See Education Week, Nov. 1, 1989.)*

The board announced its decision last month after encountering opposition from teachers, politicians, and Coretta Scott King, Dr. King's widow, who said the program did not belong in a school named for the slain civil-rights leader and winner of the Nobel Peace Prize.

■ **School officials in Mesa, Ariz., will no longer be required to report sexually active students to the police.**

Revised guidelines issued by the Maricopa County Attorney's Office late last month clarify a new state child-abuse law that—according to Mesa school officials and local police officials—mandated the reporting of all suspected sexual activity involving a minor. *(See Education Week, Nov. 29, 1989.)*

Under the new guidelines, employees are only bound to report students when there are "reasonable grounds to believe that a minor has been a victim" of a sexual offense.

■ **Dade County, Fla., school officials have released a new gun-awareness curriculum to teach children the dangers of firearms.**

The curriculum for students in preschool through the 12th grade was developed in part by the Center to Prevent Handgun Violence. Last fall, the center released a study estimating that 10 percent of youths who died in 1987 nationwide were killed by guns.

Under the program, whose development was authorized by the county school board in November 1988, students will learn that guns are dangerous, that they should never touch a gun, and that should stay away from others who do. (*See Education Week, Nov. 16, 1988.*)

For primary-grade students, the curriculum is designed to address the issue without highlighting violence. Through role play, children will be taught general safety procedures, decisionmaking skills, and conflict-resolution strategies, as well as the basic message to stay away from guns, according to a district spokesman.

The secondary curriculum focuses more on gun violence and methods of conflict resolution. It includes a video in which local teenagers discuss how their lives have been changed by gun violence, and offers advice on how to avoid dangerous situations involving firearms.

The district also plans to distribute pamphlets on gun safety to parents.

■ **The commissioners of education of New York and the six New England states have signed an agreement establishing the nation's first regional teaching certificate.**

The certificate, which will be issued beginning April 1, will allow qualified educators in any of the seven states to take a job immediately in any other participating state. Educators will have up to two years to complete the requirements for certification in the new state. *(See Education Week, Aug. 2, 1989.)*

Several commissioners at the Dec. 20 signing in Boston said the credential will help the region attract and keep qualified teachers.

In Connecticut, which recently enacted a comprehensive continuum of teacher examinations and performance assessments, the new credential will be available only for teachers of trade-related and occupational subjects.

■ **In response to complaints by teachers and other school employees, Fairfax County, Va., school officials have proposed that a controversial drug and alcohol policy be narrowed.**

Under the policy, implemented in November, school employees could have been fired on the first offense for having any amount of a drug or alcohol in their systems while on school grounds. *(See Education Week, Dec. 13, 1989.)*

At a school-board subcommittee meeting last month, officials proposed that the policy be applied only to employees who are on "assigned duties" and added a guarantee that employees would receive due process, said Burton Carnegie, the district's director of support employment services.

Mr. Carnegie also said school officials would no longer be required to administer a breathalyzer test to employees thought to be impaired on the job, or to automatically fire employees caught with drugs or alcohol in their systems. Rather, the revised policy states that the department "may" require such a test or impose such a penalty on an employee, he said.

■ **Philadelphia school officials must devise a new plan to encourage women and minorities to do business with the district**, the city school board decided last month.

The order comes in the wake of a U.S. District Court decision invalidating the district's six-year-old set-aside program. (*See Education Week, Dec. 6, 1989.*)

In a resolution adopted Dec. 11, the board gave school officials 60 days to complete a report on "race- and sex-neutral means by which to increase minority and women participation in school-district contracting."

According to a district spokesman, all bids have been placed on hold until the report is released. The district may need to rebid some contracts, he added.

■ **The Jefferson County (Colo.) School Board voted last month to eliminate more than 100 jobs to balance the district's 1990 budget.**

Teachers, administrators, and support staff will be laid off next fall to make up a $5.4-million deficit. The board made its decision after seeking the advice of educators, parents, and students. (*See Education Week, Dec. 13, 1989.*)

A total of 33 teachers and 12 administrators will lose their jobs. The remaining cuts will be made by eliminating full- and part-time nonteaching positions.

The board rejected other measures to reduce the deficit, such as increasing activity fees or curtailing athletic programs.

The cuts became necessary after voters rejected a tax-increase proposal last November.

PEOPLE

■ The New Hampshire Board of Education has named **Charles H. Marston**, the state's deputy commissioner of education, as commissioner of education.

Mr. Marston, who has served in the department of education since 1963, will succeed John T. MacDonald, who was named assistant U.S. secretary of education for elementary and secondary education.

Mr. Marston will fill out the remainder of Mr. MacDonald's term, and he is expected to be appointed to a full four-year term this summer.

■ **Bruce Howell**, former superintendent of the Tulsa Public Schools, has been rehired as the district's superintendent, effective Feb. 1.

Mr. Howell was superintendent in Tulsa from 1973 to 1976, when he resigned to become dean of education at the University of Tulsa, a position he has held for the past 13 years, according to a district spokesman.

The Tulsa school board voted 4 to 3 on Dec. 20 to offer Mr. Howell the position, with some board members protesting the abandonment of a national search in which Mr. Howell was not a finalist.

Mr. Howell replaces Larry Zenke, who left Tulsa last year to become superintendent of the Duval County, Fla., public schools.

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High Court Hears Case Examining Equal Access Act

At Issue Is Sanctioning Of Noncurricular Clubs

By William Snider

WASHINGTON—Public high schools that have sanctioned student clubs that are not directly related to a scholastic course must provide meeting space to all other such clubs, unless the groups are illegal or disruptive, a lawyer representing Nebraska students seeking the right to form a Bible club told the U.S. Supreme Court last week.

If such clubs advocate controversial political views, including separation of the races or the legalization of drugs, "that's the price of freedom," said the lawyer, Jay Allen Sekulow, acknowledging the consequences of his interpretation of the federal Equal Access Act of 1984.

During oral arguments in the most closely watched education case of the High Court's current term, *Board of Education of the Westside Community Schools* v. *Mergens* (Case No. 88-1597), the Justices seemed more intent on determining the conditions that trigger the provisions of the Equal Access Act, rather than the constitutionality of the law itself, which is also at issue.

Associate Justice Byron R. White, who led much of the questioning, may have telegraphed the direction in which the Court is leaning when he said, "It looks like we have to or might need to establish some definition of 'curriculum related.' "

The Equal Access Act specifies that districts must allow students to form religious and political groups if they have created a "limited open forum" in their high schools, which it defines as allowing other groups that are not curriculum-related to meet.

Continued on Page 20

On-Line 'Academical Village' Links Students and Teachers

By Debra Viadero

CHARLOTTESVILLE, VA.—When Thomas Jefferson designed the University of Virginia campus here, he envisioned a quiet place where faculty housing and classroom space would be interspersed with student dormitories.

The idea was to create an "academical village"—a setting where geographic proximity would foster learning and dialogue among students and professors.

Now, more than 170 years later, the university's Curry School of Education is attempting to accomplish the same goal on a grander scale. It is nurturing an innovative computer network with the potential for fostering interactions among students and teachers worldwide.

"What we're essentially trying to do is create an electronic 'academical village,' " explained Glen Bull, an associate

Continued on Page 12

Debra Viadero/Education Week

An innovative computer network at Virginia's Curry School of Education is creating "geographic proximity."

Videodisk To Vie With Textbooks For a Spot on Texas Adoption List

By Peter West

In a move that could sharply accelerate the growth of videodisk technology in schools, a pioneer in the field has announced it will compete with educational publishers to have the state of Texas adopt one of its products as an alternative to conventional textbooks.

The Optical Data Corporation of Warren, N.J., which in 1982 produced what it calls the first videodisk for the school market, plans to submit its "Windows on Science" series to the Texas Textbook Committee as a potential teaching tool for science courses in grades 1-6.

A successful bid in Texas, the second largest textbook market in the nation after California, would "lend tremendous credibility to [videodisks] as an alternative to textbooks," said Optical Data's founder and president, William E. Clark.

Officials in Texas point out that the competition is still in its early stages—a decision is not expected before next fall—and that computer-software programs as well as textbooks are expected to compete

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NAEP Results in Reading, Writing Show Few Gains

Blacks' Scores Are Up Since the Early 1970's

By Robert Rothman

WASHINGTON—Despite small gains, particularly for minorities, student achievement in reading and writing has shown little improvement since the early 1970's, two reports issued here last week show.

A report by the National Assessment of Educational Progress, based on a 1988 test of 100,000 elementary-, middle-, and high-school students, found that students at age 9 and 17 were reading better in 1988 than their counterparts tested in 1971, and that those at age 13 were reading at about the same level.

But most of the improvement took place in the 1970's, before the recent round of intensive school reform, the report states.

And, it says, most of the reading gains have been in rudimentary skills, rather than on more complex tasks.

For example, in 1988, the proportion of 17-year-olds able to perform at the advanced level of reading found in professional and technical work environments—4.8 percent—was significantly smaller than the portion who could perform such exercises in 1971—7 percent.

In writing, a separate NAEP study of some 18,000 students in grades 4, 8, and 11 found that performance at all grade levels remains low and has changed little since 1974. Fewer than half the high-school students tested in 1988, that study found, were able to write adequately on five of the six tasks assigned.

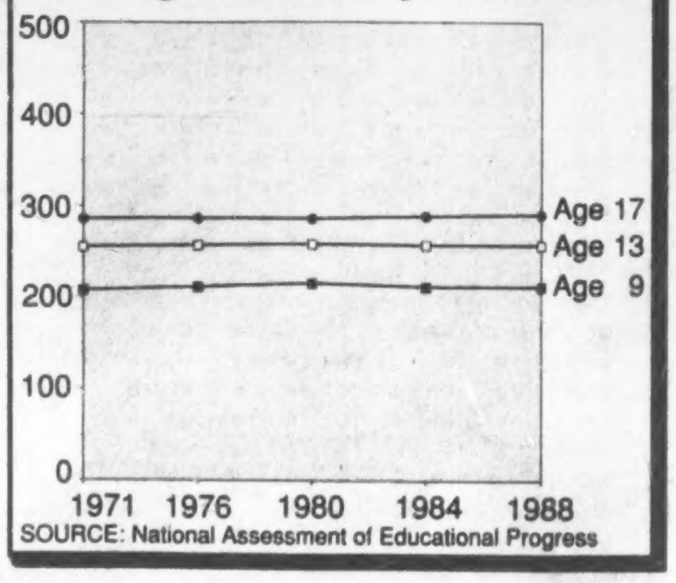
Secretary of Education Lauro F. Cavazos said the two tests' findings suggest that the "haphazard and piecemeal" school reforms of the 1980's have failed to raise students' "dreadfully inadequate" reading and writing skills.

"If anyone still doubts that it is time for change at an elemental, fundamental level, these data should be persuasive," he said at a press conference here. "I have said it repeatedly, our educational system must be restructured. We need a revolution in teaching and learning."

Archie E. Lapointe, NAEP's executive di-

Continued on Page 21

National Trends in Average Reading Proficiency, 1971-1988



SOURCE: National Assessment of Educational Progress

N.E.A. Assails Board's Policy on Prerequisites for Certification

By Ann Bradley

The National Education Association is calling on its members who serve on the National Board for Professional Teaching Standards to lobby the board to revise its policy on who is eligible for national teacher certification.

The union's 136-member board of directors opposes the national board's decision to offer the opportunity to become certified to any teacher with a bachelor's degree and three years of successful teaching experience at one or more primary or secondary schools.

Instead, the N.E.A. directors last month approved a motion stating that the union "will take whatever steps are necessary" to ensure that eligibility for national certification is tied to possession of a state teaching license and graduation from an accredited teacher-preparation program.

The union's concerns echo those expressed in September by the American Association of Colleges for Teacher Education. *(See Education Week, Sept. 20, 1989.)*

AACTE also urged the national board to reconsider its position on prerequisites for certification. However, members of the national standards board declined at their October meeting to reconsider the issue.

The 64-member board, the majority of whose members are teachers, unanimously adopted the prerequisites for certification.

In its initial policy statement last July, the board noted that conditioning certification on state licensure and graduation from a teacher-education program would exclude many talented private- and postsec-

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Also in the news

7 **'Teach For America'**
A group of recent private-college graduates tries to revive the Teacher Corps idea.

15 **Opening Volleys**
Governors begin outlining their budget priorities as the legislative season begins.

19 **Bilingual Red Tape**
Local school officials used a Washington forum to air their 'overwhelming' problems.

IN SUMMARY

Chancellor's Uphill Battle
New York City's new schools chief got a vote of confidence from the Governor this month, but Joseph A. Fernandez still faces an uphill battle in getting his legislative proposals passed. **Page 5.**

Lead Exposure and Learning
Young adults who were exposed to low levels of lead during childhood may exhibit long-term, or even permanent, developmental and learning disabilities, a new study concludes. **Page 5.**

Proposition 42 Modified
The National Collegiate Athletic Association last week voted overwhelmingly to modify its often-debated rules on financial aid for academically deficient student-athletes. **Page 6.**

'Aversive Therapy' in Class?
Two families in Michigan are trying to force school districts to permit their youngsters to wear a controversial electric-shock device that helps curb head-banging behavior. **Page 10.**

State Agendas Emerging
The education agendas of the legislatures will focus this year on school-finance formulas and help for at-risk youths, according to a survey of lawmakers and their aides. **Page 14.**

Congress Starts Anew
Members of the Congress get back to work this week and are expected to quickly take up several education-related bills, including President Bush's education package. **Page 18.**

Nationwide Testing Urged
Every student in grades 4, 8, and 12 should be tested in five key subject areas to gauge progress toward meeting national performance goals, a Presidential committee proposed last week. **Page 18.**

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ACROSS THE NATION

NATIONAL

Peace Corps Seeks English Teachers For Programs in Poland, Hungary

Spurred on by the recent changes in Eastern Europe, the Peace Corps is working to recruit U.S. English teachers who are interested in training their fellow teachers in Poland and Hungary.

Jon Keeton, director of international research and development for the Peace Corps in Washington, said the organization hopes to send 60 teachers to each country in June.

Poland, in particular, needs as many as 10,000 teachers of English, Mr. Keeton said, to meet the demands created by increased contact with the West. The Peace Corps volunteers assigned to that country will train Polish teachers in how to teach English as part of the effort to meet that demand.

Teachers accepted for the two-year assignments—which will also include teaching English to secondary students—will be provided with housing, a living allowance, transportation and medical costs, and a stipend of $200 a month.

No knowledge of a foreign language is necessary, Mr. Keeton said, but applicants should be experienced in teaching English as a second language, and will be expected to demonstrate a record of academic excellence.

"These will be extraordinarily exciting places to teach in the coming year," Mr. Keeton said. "People there are so hungry to learn English."

■ **The National Education Association has designated four more school districts as Learning Laboratories, doubling the number of these experimental sites.**

In each district, educators are collaborating with their communities to develop programs to restructure and improve their schools.

Each of the new sites announced last month will receive a $5,000 grant to cover startup costs, as well as ongoing technical assistance from the national teachers' union.

The new sites are Greece, N.Y.; Greensburg Salem, Pa.; Chickasha, Okla.; and Mendon, Mich. The first four Learning Laboratories—in Chaska, Minn.; Marshalltown, Iowa; Memphis; and Westerly, R.I.—were announced last July.

STATES

California Teacher May Not Hold School-Board Seat, Court Rules

The California Supreme Court has temporarily blocked a San Luis Obispo teacher from assuming the school-board seat to which she was elected last November.

The San Luis Coastal Unified School District and the other six board members sued in state court last November to prevent Caroline Botwin, an English teacher, from taking office, arguing that she would face numerous conflicts of interest serving as both a school-board member and a teacher.

A superior court granted the original restraining order, which the supreme court extended indefinitely.

But the Southern California office of the American Civil Liberties Union, which is representing Ms. Botwin, argued that only the state attorney general, not the local school board, can bring such litigation. A superior court judge agreed in December, and dismissed the case.

Also at issue is whether a teacher can serve as a school-board member, said Marketa Sims, one of the A.C.L.U. lawyers representing the teacher. So far, that question has not been addressed by the courts, she said.

The school district contends that state law prevents Ms. Botwin from serving on the board, but Ms. Sims said the teacher could "sufficiently shield herself" from potential conflicts.

Lawyers for both sides said they expect the high court to decide soon whether to withdraw its order or to set a hearing date in the dispute.

■ **Southeast Asian refugees who taught in their homeland but who fled to the United States without their documentation can now have their academic credentials validated in Massachusetts.**

The program, implemented last month at the University of Lowell, is designed to address the state's need for bilingual teachers who can work with growing enrollments of students from Vietnam, Cambodia, and Laos.

After interviews with a panel of experts on Southeast Asian education, the refugee teachers can receive credit for coursework in their native land as they begin the state's teacher-certification process.

According to state officials, thus far, about 24 Cambodian applicants have been interviewed through the program, which is co-sponsored by the state office of refugees and immigrants and the state department of education.

■ **At least five Maryland school districts and the state's main purchasing agency have received grand-jury subpoenas as part of a state investigation into possible bid-rigging among asbestos contractors**, according to press reports.

The school systems were asked to furnish records on all asbestos-abatement and -removal activities conducted between 1985 and 1988, the reports said.

Jerome W. Klasmeier, deputy director of the department of general services, which includes the purchasing agency, said his agency was subpoenaed to release similar documents.

Michael F. Brockmeyer, chief of the antitrust division of the attorney general's office, would not confirm or deny reports about the investigation.

DISTRICTS

Los Angeles Child-Care Regulations Are Called 'Unreasonable' in Suit

A Los Angeles woman has filed a lawsuit charging that the city has imposed "unreasonable and illegal conditions" on child-care services provided in family homes.

Aileen J. Halliday, who has been operating a child-care center in her home for about a dozen children aged 8 weeks to 2½ years, contends the city overstepped its bounds when it imposed a set of restrictions on her center.

Following a noise complaint by neighbors, city officials launched a series of investigations and imposed several conditions on her permit. Ms. Halliday was required, among other things, to open the center later in the morning, restrict the children's outdoor-play hours, and install a fence around the property.

A Long-Distance Courier

Millions of American students had good reason to watch last week's launch of the space shuttle *Columbia* with unusually intense interest.

In addition to the excitement of the launch itself, up to 4 million students in 250,000 classrooms saw a more practical significance in the event. For them, the shuttle was expected to serve as a long-distance courier that would retrieve materials for them to use in some unique classroom science experiments.

As part of their mission, the shuttle's five astronauts were expected to bring back to Earth an 11-ton satellite that contains, among other items, 12.5 million tomato seeds. The seeds, which were deployed into Earth orbit in 1984, are among 57 experiments aboard the satellite designed to test the exposure of materials to the space environment.

When they return to Earth, the seeds will be sent to the George W. Park Seed Company of Greenwood, S.C., which will distribute them to schools along with a like number of seeds that have been maintained in a ground-based facility.

The Park Company is conducting the project, known as Space Exposed Experiment Developed for Students—or SEEDS—in partnership with the National Aeronautics and Space Administration.

"Because this is the first opportunity for long-duration space exposure of living tissues, every classroom experiment will be significant," said Richard H. Truly, NASA's administrator. "I hope millions of students will experience this hands-on, one-of-a-kind experiment and learn that science is fun."

In addition to providing 50 spaceborne and 50 control seeds, the firm next month will also send to participating schools instructional materials and computerized data-collection booklets.

Agency officials said they expect pupils in grades 5 through secondary school to compare germination rates and times, seed embryos, phototropic responses, and fruit products. Upper-grade and college students, they said, could perform more sophisticated experiments, including chromosome tests and population-genetics studies.

Educators interested in participating in the project should write: NASA SEEDS Project, Educational Affairs Division, Code XEO, NASA, Washington, D.C. 20546, and indicate grade level. —R.R.

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Hawkins Seeks To Even Funding Among Districts

2nd Bill Proposes Study Of State, Federal Rules

By Julie A. Miller

WASHINGTON—The chairman of the House Education and Labor Committee last week unveiled a proposal that would force virtually all states to alter the way their public schools are financed.

The proposed "fair chance act," introduced by Representative Augustus F. Hawkins, Democrat of California, would require states to "equalize" per-pupil funding among their school districts in order to receive federal education aid.

States whose finance systems did not pass muster would have to submit plans to meet the proposed federal standards within five years.

If they did not do so, the Secretary of Education would distribute all federal funds for precollegiate education allocated to those states among their school districts in a way that served to equalize the resources available to each district.

That could result, for example, in a relatively rich district with many handicapped students losing its special-education funding. The poorer district that received it would have to spend the money in accordance with special-education regulations.

The carrot accompanying this big stick would be a new pot of federal funds that the

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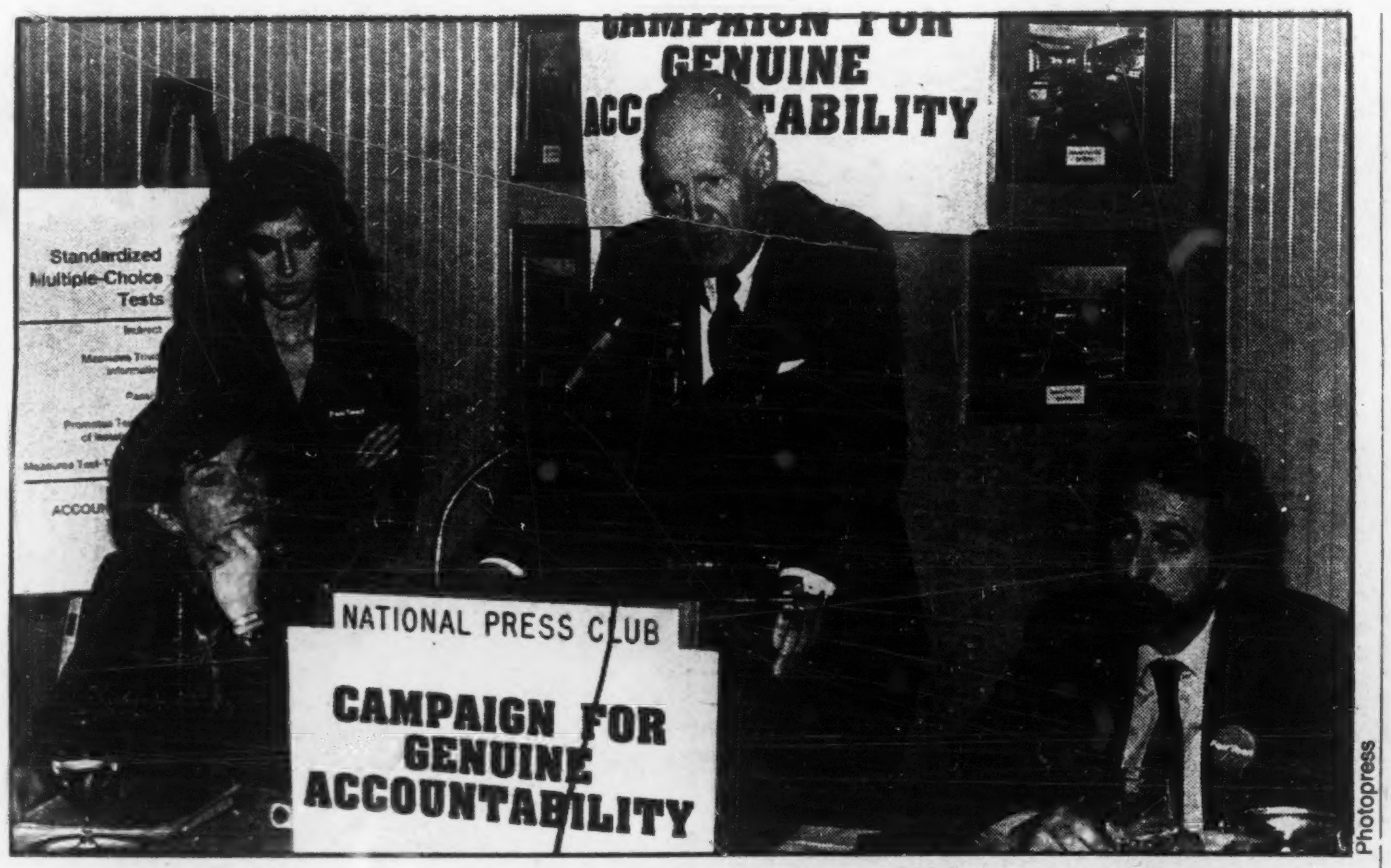

CAMPAIGN FOR GENUINE ACCOUNTABILITY
NATIONAL PRESS CLUB
CAMPAIGN FOR GENUINE ACCOUNTABILITY
Standardized Multiple-Choice Tests

Photopress

Among those urging the use of alternative forms of assessment to measure progress toward national goals are, from left, Barbara Willer of the N.A.E.Y.C., Cinthia Schuman of FairTest, A. Graham Down of the C.B.E., and D. Monty Neill, also of FairTest.

Coalition Implores Bush, Governors To Avoid Use of Standardized Tests

By Robert Rothman

WASHINGTON—Charging that an emphasis on multiple-choice tests could "undermine many of the educational reforms which the governors and President Bush wish to achieve," a coalition of three dozen education and civil-rights groups last week urged those leaders to use alternative forms of assessment to measure progress toward national goals.

In a statement released here, the groups asserted that "standardized, multiple-choice tests are not an adequate means to measure educational progress, nor are high test scores an appropriate educational goal."

"Other, educationally sound means of evaluation exist," the statement continues, "and can provide a basis for improving teaching, informing the public, and measuring progress, thereby providing genuine accountability."

The groups urged the governors to "set a timetable" for phasing out their states' ex-

Continued on Page 12

Accord on Goals Hard To Attain, Executives Find

Myriad of Concerns, Time Pressure Cited

By Reagan Walker

WASHINGTON—Setting national education goals that are both measurable and memorable has turned out to be a far more complex task than many participants in the process had first imagined, several involved in the task acknowledged last week.

Preliminary drafts of goals obtained by *Education Week* indicate that, while negotiators for the White House and the nation's governors have quickly hammered out agreements on some issues, consensus on others has proved elusive.

Interviews with sources involved in the process reveal that the discussions have gotten tangled at times by the need to balance the concerns of so many. In addition, they say, negotiations have sometimes been impeded by a lack of clear understanding among participants of the complicated education issues under discussion.

Another complication, sources say, has been the time pressures caused by President Bush's desire to include a statement about the goals in his State of the Union Message this week.

Any statement by the President will be broad and reflect only tentative agreement between some members of the National Governors' Association and Roger B. Porter, Mr.

Continued on Page 13

Year-Round Schools: Idea Is Once Again Before Board in L.A.

By Michael Newman

The Los Angeles Board of Education is due to revisit one of its most resilient and controversial issues next week: year-round schools.

For the fourth time in five years, the board will vote Feb. 5 on whether to adopt a districtwide year-round program to help ease overcrowding.

First broached by school officials in the fall of 1985, the idea of converting to a year-round schedule has risen and fallen in the nation's second-largest school system on the strength of various logistical problems it either relieves or creates.

They are problems that a number of other localities are studying closely this year as year-round schooling "comes of age," in the words of one advocate, in a time of tight money and growing school-age populations.

This month, the Texas Board of Education endorsed a policy encouraging schools to convert to year-round schedules. And in California, Gov. George Deukmejian pledged in his State of the State Message to

Continued on Page 18

School Closings, Tuition Hikes in Store for Chicago Archdiocese

By Mark Walsh

The Roman Catholic Archdiocese of Chicago, which operates the nation's largest parochial school system, last week announced a drastic cost-cutting plan that will shut down at least six elementary schools and could lead to tuition hikes at many remaining schools.

The plan, which also includes closings of more than a dozen parish churches, is part of a major effort to rescue the archdiocese from mounting deficits.

The six schools identified last week will close by June 30, joining five others among the archdiocese's 343 elementary schools already targeted for closing at the end of the school year. In addition, two high-school seminaries will be merged.

At least a half-dozen more elementary

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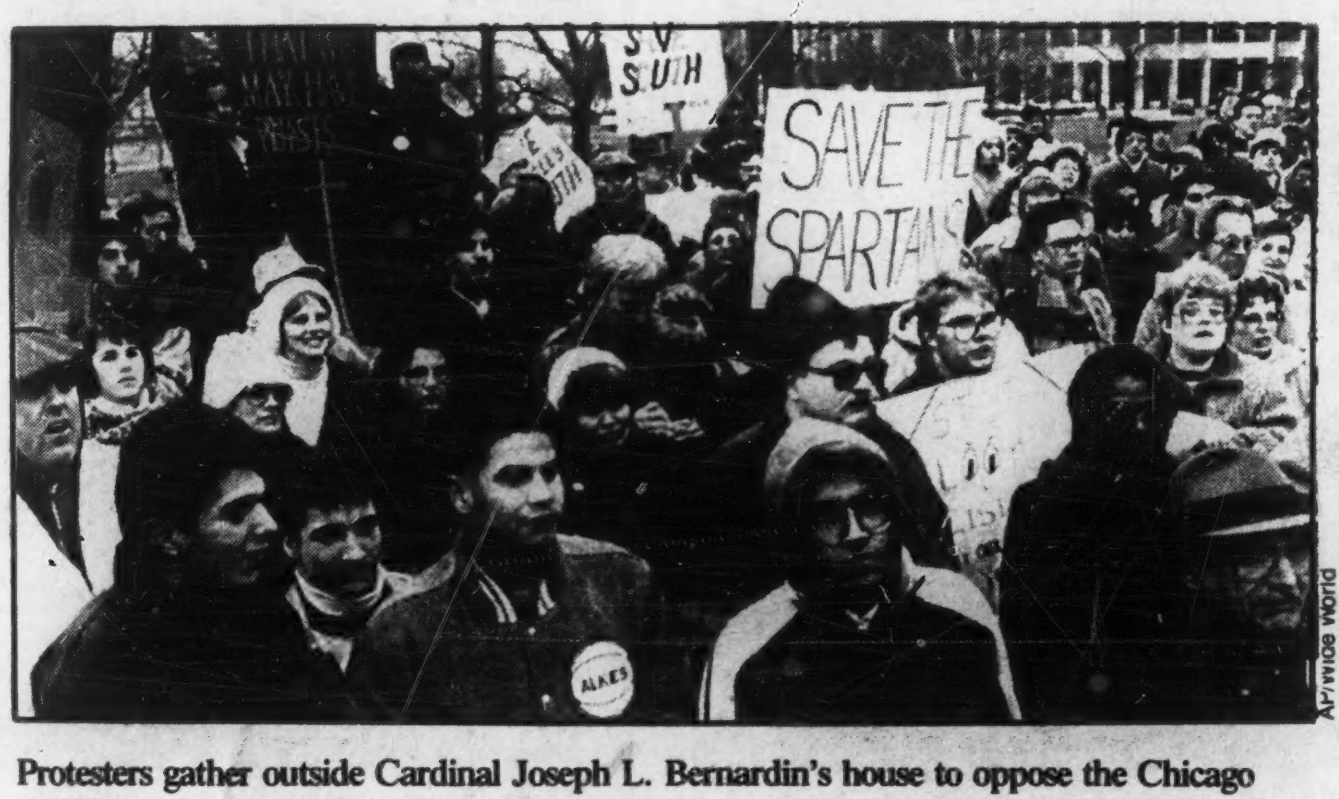

AP/Wide World

Protesters gather outside Cardinal Joseph L. Bernardin's house to oppose the Chicago archdiocese's plan to close six elementary schools and merge two high-school seminaries.

Also in the news

6 **Help for the At Risk**
A Rockefeller Foundation initiative focuses on the work of James P. Comer.

14 **Expanding Special Ed.**
Pennsylvania mandates help even for those students not legally "handicapped."

19 **Questions for NAEP**
National goals are unlikely to boost achievement for most students, educators warn.

IN SUMMARY

Blow to 'Truth in Testing'?
A federal judge has ruled that the disclosure of standardized-test information required under a New York State statute is in direct conflict with federal copyright law. **Page 4.**

A Cautious Response
Educators are reacting cautiously to a study that suggests that the health hazards posed by the type of asbestos found in most school buildings have been greatly overstated. **Page 5.**

Beefing Up Certification
New Massachusetts certification rules require prospective teachers to major in the arts and sciences, and make a master's degree necessary for permanent certification. **Page 5.**

Corporate Boost for Schools
In what is being called a harbinger of "a major, sustained corporate concern" for K-12 education, companies' aid to schools jumped by 50 percent from 1987 to 1988, a survey has found. **Page 6.**

Fernandez Moves Fast
In his first month on the job, Joseph A. Fernandez, New York City's schools chancellor, is moving quickly on several fronts to leave his imprint on the nation's largest school district. **Page 9.**

Dropping 'No F' in Los Angeles
The Los Angeles Unified School District last week modified its "no-pass, no-play" rule by dropping its policy of excluding students who fail a course from athletic and other extracurricular activities. **Page 9.**

Response From O.C.R.
The Education Department's office for civil rights says it has addressed several problems cited by Congressional critics, but warns it may have to cut back on compliance reviews. **Page 19.**

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ACROSS THE NATION

NATIONAL

Report on Middle Schools Urges Teacher, Principal Involvement

Districts seeking to restructure their middle schools should make sure teachers and principals receive sustained training and participate in "the full process of planning, promoting, and implementing changes," advises a report from the National Association of State Boards of Education.

The report draws on observations from the first two years of a restructuring effort launched by the Seattle school district in partnership with NASBE and the Edna McConnell Clark Foundation.

Key elements of the project's success, it states, include providing time and resources for teachers and principals to plan improvements; assigning staff members to work with families and other agencies; and forging links with businesses and community organizations.

The report also suggests that districts hire a "full-time 'can do' individual who is not easily intimidated and who can run interference with all parties."

The three phases of Seattle's project involve adopting a 6th- through 8th-grade structure in all middle schools; piloting changes—such as interdisciplinary teams, coordinated services, and new advising approaches—in two schools; and gradually revamping all middle schools.

While Seattle has made "significant" progress, the report states, sustained reform will require overcoming fiscal and bureaucratic obstacles and enlisting more state support.

Copies of "The Steps to Restructuring: Changing Seattle's Middle Schools" are available for $5 each from NASBE, 1012 Cameron St., Alexandria, Va. 22314.

DISTRICTS

Suit Challenges At-Large Elections For Local School Board in Texas

Plaintiffs challenging the at-large election system for school-board members in the Del Valle (Tex.) Independent School District last week rejected a settlement offer from the school board and plan to proceed with a lawsuit filed in a state court last month.

The lawsuit is the first test of the applicability of the state's 1972 Equal Rights Amendment to voting-rights issues, said James C. Harrington, legal director of the Texas Civil Liberties Union, which together with the Mexican American Legal Defense and Educational Fund is representing the plaintiffs.

The suit alleges that the district's at-large system has prevented more than one minority candidate from winning election to the seven-member board, even though nearly half the district's students are minorities.

The plaintiffs, three minority members who have unsuccessfully sought election to the board, are asking the court to create two "super districts;" each of which would elect three board members. The seventh member would continue to be elected at-large.

Mr. Harrington termed "unacceptable" the school-board's offer to create five single-member districts and two at-large seats. Because the minority population is dispersed throughout the district, he said, such an arrangement would only guarantee a board seat to one minority member.

Edward Neal, superintendent of the Del Valle schools, said state law precludes any single-member election system that has fewer than five single-member districts.

■ **The Chicago school district's bureaucracy is sabotaging efforts to implement the landmark education-reform plan imposed on the district by the state legislature**, a coalition of business and community groups has charged.

The coalition, Alliance for Better Chicago Schools, is one of the city's largest such groups. In a statement this month, it issued several demands, including that the board dismantle barriers encountered as newly constituted local school councils begin their work, and that it discipline staff members who obstruct reform.

The coalition also demanded that all of the central-administration's departments be disbanded by June 1, and that new central-office departments geared to the requirements of the reform law be designed from the ground up.

"Throughout the system, local school councils and dedicated teachers and principals are being stymied by the dead hand of the past," the statement read.

The coalition also said it will seek new legislation from the Illinois General Assembly if its demands are not met.

■ **State education officials in Texas have ordered the Arlington school district to either justify its practice of serving mentally retarded children in a center-based facility or else draft a plan for moving the children to their neighborhood schools.**

A Taste of 'Glory'

Students who belong to the history club at Andrew Jackson High School in Jacksonville, Fla., share an interest in the past and an enthusiasm for historical re-enactments.

Sometimes, they even get to be in the movies.

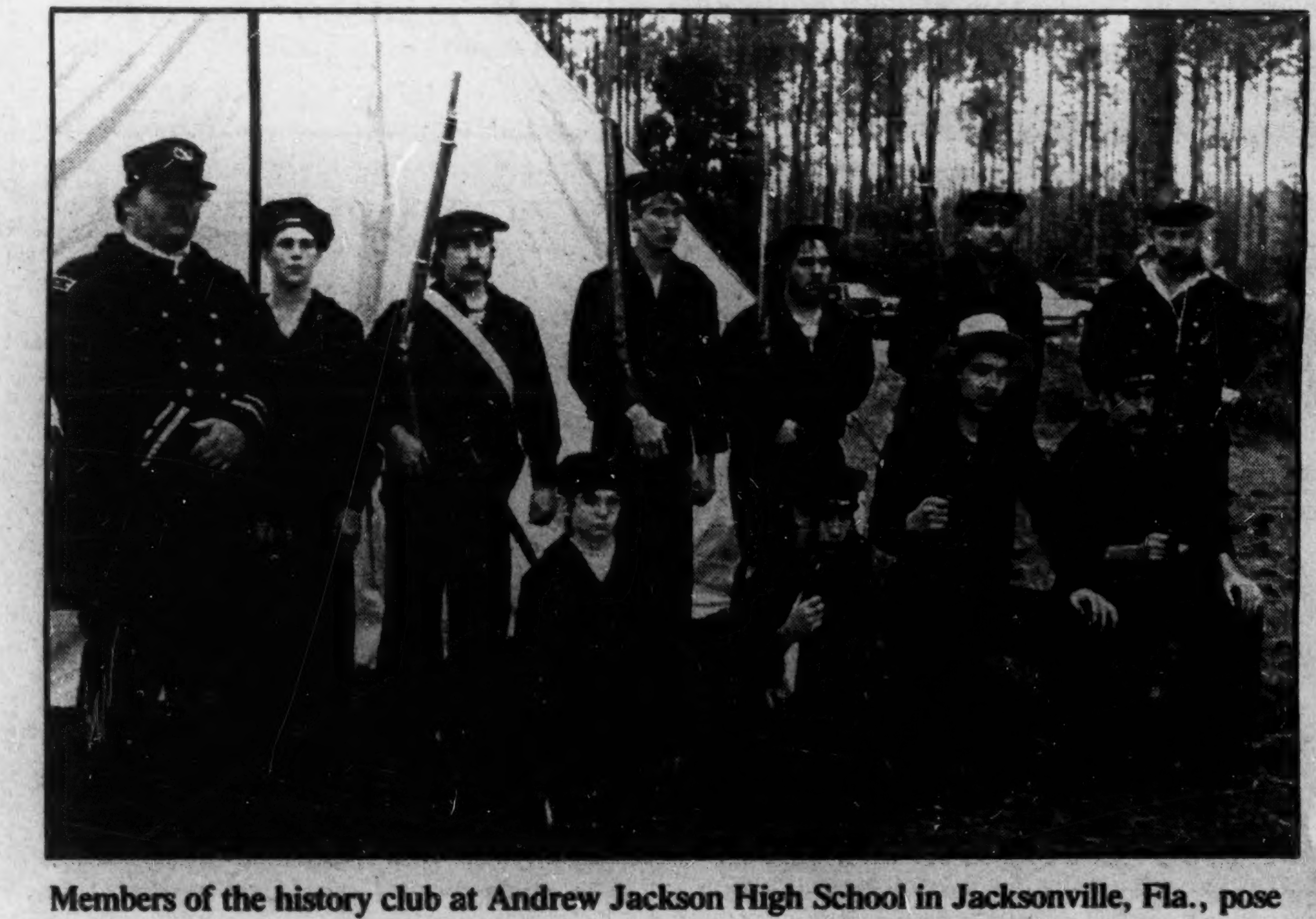
The club has developed a reputation for working in historical re-enactments, and Hollywood producers occasionally call on the students to work as "extras" in feature films with historical settings.

So far, the student history buffs have lent their time and energy to such movies as "North and South," "The Alamo," and "Sam Houston."

And in the group's latest foray into moviemaking, the 17 club members, who range in age from 15 to 17, found themselves rubbing shoulders with the popular actors Morgan Freeman, Matthew Broderick, and Denzel Washington filming scenes for the current hit Civil War film "Glory."

The film tells the story of a black regiment from Massachusetts and its white officers from its formation through a major unsuccessful assault on Fort Wagner—the fortress protecting Charleston—in July 1863.

To prepare for their roles, the students studied the events they would recreate and researched the details of the uniforms they would wear, according to Jim Sheets, the history club's faculty sponsor.



Members of the history club at Andrew Jackson High School in Jacksonville, Fla., pose in costume during a break in the filming of the hit motion picture "Glory."

The boys in the club participated in film sequences depicting the assault on Fort Wagner, and the girls—and Mr. Sheets—took part in a parade scene. Between "takes," Mr. Sheets said, the students got a chance to meet with the actors.

They "got a big kick out of eating lunch with Matthew Broderick," Mr. Sheets said.

But the students got more than just the thrill of working in a hit movie—they were paid union wages for their time on the set during spring break last year and over several weekends.

The students' total performance time in the film is only eight minutes, said Mr. Sheets, but the experience likely will stay with them much longer.

At least until filming begins on their next movie, the upcoming "The Monitor and the Merrimac." —J.W.

COLLEGES

Although bookstores are already filled with the genre, the Madison Center has announced plans to release a "common sense" guide to colleges that will assess institutions with a "clear point of view," according to the center's president, Chester E. Finn Jr., the former chief of research in the U.S. Education Department.

The center is a conservative think tank established by former Secretary of Education William J. Bennett and the author Allan Bloom.

The college guide will be co-edited by Mr. Finn; Leslie Lenkowsky, president of the Institute for Educational Affairs; and Stephen Balch, president of the National Association of Scholars.

According to a news release announcing the project, the guide will examine factors overlooked by similar handbooks, such as whether a college requires study of a core curriculum that includes the history of Western civilization, whether it emphasizes good teaching as well as research, and whether it insures that freedom of expression "is not subordinated to political or ideological causes."

The guide, to be published next year, will cover 80 colleges and universities and will include information from editors of conservative campus newspapers belonging to the Collegiate Network, which is sponsored by the I.E.A.

■

The College Board and the National Association of College Admission Counselors have launched an effort to revitalize college guidance in public schools, especially inner-city and rural schools with many disadvantaged students.

With a grant from the Lilly Endowment, 10 school districts will be chosen to participate in the two-and-a-half year project.

The program's goal is to develop strategies to help disadvantaged students gain access to academic programs that will encourage them to seek higher education.

Participating schools will receive resources to revamp their guidance programs.

Results of the project will be disseminated through a national conference and final report.

■

Community colleges have a poor track record of encouraging weak students to transfer to a four-year institution, according to a new University of Michigan study.

Two researchers, Valerie E. Lee and Kenneth Frank, analyzed a sample of 2,500 community-college students who transferred to four-year institutions.

They found that most of those transferring were advanced students who would have been qualified to go directly to a four-year college after graduating from high school.

The study will appear in the July issue of *Sociology of Education.* —M.W.

Rockefeller Project Targets Needs of At-Risk Students

By William Snider

The Rockefeller Foundation last week launched a three-part, multi-million-dollar initiative designed to encourage widespread adoption of innovative school-reform efforts targeting the needs of at-risk children.

The major thrust of the initiative will be to disseminate the ideas and practices pioneered by James P. Comer, the Yale University child psychiatrist whose beliefs about the inseparability of social and academic development have been embraced by a growing number of schools.

Rockefeller officials expect to spend "roughly $3 million a year for at least five years" on the project, said Hugh B. Price, the foundation's vice president in charge of minority-youth issues. The money will finance:

- The creation of several training programs, based on Dr. Comer's methods, that will prepare educators to work cooperatively with parents and mental-health professionals in meeting children's needs.
- The establishment of summer academies at Michigan State University and the University of New Mexico to pilot-test training programs for principals, teachers, and other members of management teams in schools that serve at-risk youths.
- The initiation of a competitive grants program for affiliates of the National Urban League that will help them mobilize their local communities behind school reforms.

The foundation wants "to escalate its involvement" in the education of minority youngsters, Mr. Price said.

"We thought that the most important contribution we could make," he continued, "would be to take perhaps the most powerful interventions that we've encountered for at-risk children and figure out how to make those approaches and insights available to many, many more educators and parents in the field."

New Recognition for Comer

The Rockefeller program represents a new level of recognition for Dr. Comer's model, which is based on his belief that the differences in backgrounds and values between educators and many poor youths, particularly blacks and other minorities, often leads to mutual distrust between home and school.

This distrust, in turn, often causes parents and educators to work at cross purposes, Dr. Comer argues, leaving children with the choice of rejecting their home culture or adopting behaviors and attitudes detrimental to learning.

"Back when teachers were a natural part of the community, they interacted with the parents of children, in the church choir or the post office or a variety of places where they would bump into each other," Dr. Comer said in an interview. "The parents reinforced the school, the school reinforced the parents, and they shared their care and concern about the children."

"But as the social networks and community supports broke down, and people from different socioeconomic levels were separated," he said, "the opportunity to provide that kind of input got lost."

The Comer model attempts to restore these relationships by promoting the involvement of parents in schools at three levels: shaping policy through their representatives on a governance and management team, participating in activities supporting the school program, and attending school events.

Teachers, on the other hand, are trained to understand the psychological development of children and how it is affected by a disadvantaged background, and to structure their teaching accordingly.

The approach has been developed and refined over the past 20 years in two New Haven, Conn., public schools. The results were impressive enough by 1980 for other educators to take note, and Dr. Comer's methods are now in use in more than 70 schools nationwide.

Dissemination Efforts

The foundation will spend $1.39 million this year on the first part of the initiative, which focuses on the creation and dissemination of educator-training programs. Efforts in this area will include:

- The design and field-testing of a teacher-training model by a new consortium, to include Southern Connecticut State University, Dr. Comer, the Yale Child Study Center, and the New Haven school system. Once the program is fine-tuned, it will be offered to other urban districts and schools of education.
- Direct training by Dr. Comer in his methods. The District of Columbia school district and Howard University will receive the first grant under this program, which will be used to implement the Comer approach in 10 Washington schools this year. The aim is to introduce the methods over time into every elementary school in the district.
- The production of a series of videotapes and accompanying materials that will cover much of the same subject matter as the proposed teacher-training curriculum.

The other two parts of the initiative are "philosophically consistent," with Dr. Comer's approach, Mr. Price said, but will remain "discrete pieces."

Under the second part of the project, Rockefeller has committed $511,000 to fund leadership academies that will run for four weeks in the summer of 1990. Teachers from Flint and Lansing, Mich., will participate in the first year of a Master of Science program at Michigan State; the University of New Mexico academy, meanwhile, will train teams of five people from six schools.

In the third part of the program, funded at $615,000 for this year, Urban League affiliates will be encouraged to initiate dialogues in their communities aimed at formulating goals for school improvements and devising strategies for attaining them. The efforts will be based on the success experienced by the Rochester, N.Y., affiliate of the league, which played a pivotal role in building the consensus behind the district's nationally watched reform efforts.

Corporate Gifts to Schools Up Nearly 50% From '87 to '88

By Ann Bradley

Corporate giving to precollegiate education grew by nearly 50 percent from 1987 to 1988, a new survey has found, while higher education's share of education contributions dropped for the first time in the poll's 15-year history.

The survey of charitable giving by major companies found that elementary and secondary schools accounted for 8.8 percent of the respondents' $615 million in contributions to education in 1988, up from 6 percent the previous year.

The share of such contributions going to colleges and universities dropped from about 70 percent to 64 percent during the same period.

The annual survey is co-sponsored by the Council for Aid to Education, a nonprofit group funded by the business community, and the Conference Board, a network of top corporate executives.

"We are in the early stages of what looks to become a major, sustained corporate concern" for precollegiate education, Arnold R. Shore, president of the council, said in releasing the figures this month.

"While our surveys," he continued, "can capture some of this . . . they do not reflect the increasing investment of time, effort, and thought being given to national education issues by our business leadership."

The growing corporate role in aiding K-12 education was dramatized last fall by multi-million-dollar commitments to school projects from the Coca-Cola Foundation and the RJR Nabisco Foundation. *(See Education Week, Nov. 15, 1989.)*

Data for the survey were provided by 356 companies, which account for at least a third of all corporate giving to charitable causes, according to the C.F.A.E. From the information provided by those companies, the council estimated total corporate giving.

'Holding Steady'

Corporate contributions to education and other charitable endeavors rose by 3.2 percent from 1987 to 1988, to an estimated $4.8 billion, according to the council. Of that amount, education at all levels received an estimated $2.1 billion, representing a proportion of total giving near the all-time peak of 44 percent in 1987.

Actual charitable contributions for the companies surveyed totaled $1.67 billion in 1988. Their grants to precollegiate education totaled $52 million for that year, up from $34 million the preceding year.

Education as a whole is now receiving more than twice the amount of money from business that it received a decade ago, the council reported. Between 1976 and 1986, corporate giving grew by an estimated 15 percent annually.

From 1986 to 1988, the growth in corporate contributions to education leveled off to an average rise of 4 percent annually. That rate was sustained in 1989, according to an estimate by council officials, who said a similar increase was likely for this year.

Corporations "have reached a new high and are holding steadily to it," Mr. Shore said.

Despite the apparent shift in corporate giving to precollegiate education reflected in the survey, David R. Morgan, the council's director of research, stressed that the K-12 gains were not being made "at the expense of higher education."

"From other sources, it is clear to us that the dollars going to higher education are not dropping in an absolute sense," Mr. Morgan said.

He noted that another survey conducted by the council on the amount of support colleges and universities receive from corporations, foundations, and individuals indicates that total giving to higher education from those sources rose by 5 to 7 percent in 1988-89 over the previous year.

Copies of the annual survey, "Corporate Support of Education 1988," will be available in mid-February from the Council for Aid to Education, 51 Madison Ave., Suite 2200, New York, N.Y. 10010.

Aid to Education From Selected Major Companies, 1987 and 1988

	1987 325 Companies		1988 356 Companies	
Purpose	Amount	Percent of total	Amount	Percent of total
	(in thousands)			
Colleges and Universities				
Unrestricted operating, capital, departmental, research, student-aid grants, and grants via consortia	$290,873	51.7%	$275,545	47.2%
Matching gifts	99,500*	17.7	98,231*	16.9
Total	**390,373**	**69.4**	**373,776**	**64.1**
Precollege Education				
Public- and private-school support and other	25,232	4.5	41,590	7.1
Matching gifts	8,757*	1.5	9,953*	1.7
Total	**33,989**	**6.0**	**51,542**	**8.8**
Other Educational Programs				
Education-related organizations	33,778	6.0	55,874	9.6
Scholarships and fellowships	39,934	7.1	43,681	7.5
Other	64,951	11.5	58,579	10.0
Total	**138,663**	**24.6**	**158,134**	**27.1**
Total allocated	563,025	100.0	583,452	100.0
Total unallocated	47,121		31,634	
Grand total	**$610,146**		**$615,086**	

*Estimates based on C.F.A.E. matching-gift surveys. Participants did not break out higher education from precollegiate matching gifts.

SOURCE: Council for Aid to Education

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EDUCATION WEEK

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'Web of Factors' Said To Influence Children's Views on Moral Issues

By Peter Schmidt

In one of the largest and most comprehensive studies of the belief systems of U.S. children, researchers have found that youthful views of morality are influenced by "a web of social and cultural factors," with family support and the effects of poverty both playing pivotal roles.

But children also bring to the consideration of moral choices certain ingrained assumptions about right and wrong that transcend their environment, according to the researchers.

The study, based on findings from a nationwide survey of 5,000 young people in grades 4-12, was commissioned by the Girl Scouts of the United States of America. Data were collected this fall by the polling firm of Louis Harris & Associates Inc.

The noted Harvard University psychiatrist Robert Coles, who will use the survey as part of a larger study of moral education scheduled for completion next year, said the poll results "may provide glimpses into cultural developments ahead of us."

"These findings confirm the observation that moral opinion and commitment in America is increasingly diverse and pluralistic," said Mr. Coles, who served as project director. "The more diverse moral commitments become, the more important it is for leaders in public life to

Continued on Page 11

Despite Controversy, Consensus Grows On the Need To Teach Values in Schools

By Peter Schmidt

At Boston University's new Center for the Advancement of Ethics and Character, teachers eager to instill values in their students are turning for guidance to some time-honored experts: Aristotle, Plato, Socrates, and other giants of Western thought.

Campus workshops stressing the common philosophical roots of American culture are part of the center's strategy for giving schools the foundation they need for tackling one of their most amorphous and controversial instructional challenges.

As Dean of Education Peter Greer, a founder of the interdisciplinary center, explains, "most teachers haven't read about, thought about, written about, or discussed" in any organized fashion "the key ethical concepts that undergird our society." Without that kind of intellectual grounding, he says, they may be missing opportunities to mine a "rich lode" of values-related material already in their curricula.

The dean and his center colleagues also are serving as consultants to schools and school systems—most notably the state of New Hampshire's—where educators are working their way through the political and pedagogical minefield that surrounds values education to fashion pro-

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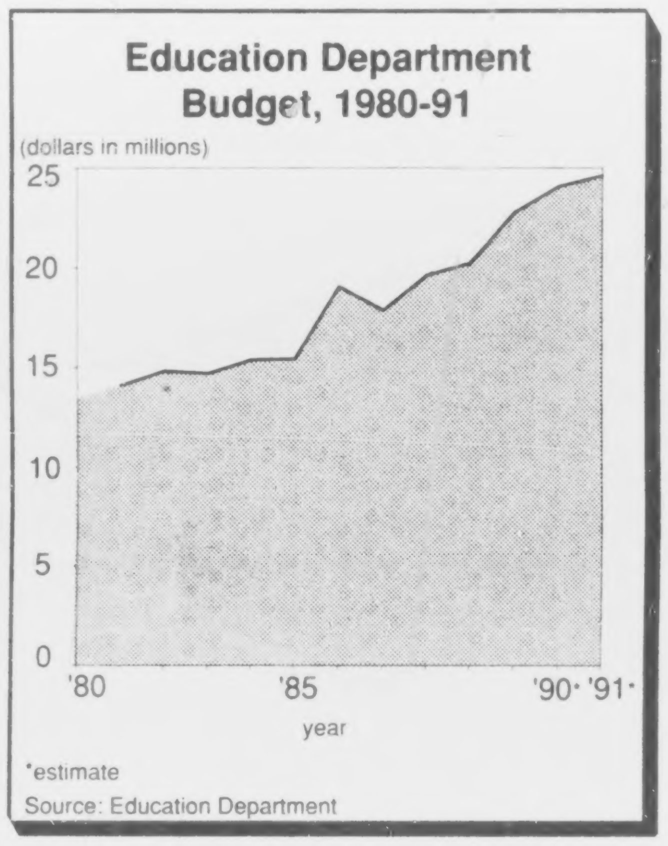

Education Department Budget, 1980-91

*estimate

Source: Education Department

Thorny Issues Make 1991 Budget Debate Especially Complex

By Julie A. Miller

WASHINGTON—Even before President Bush unveiled his proposed federal budget for fiscal 1991, it was clear that it would not be business as usual during this year's budget debate.

NEWS ANALYSIS

With the political jostling over next year's budget under way, the annual argument over how much should be allocated to which programs is being overshadowed by larger questions and concerns. Three developments in particular have complicated the

Continued on Page 21

Bush Asks Boost Of $500 Million In E.D. Funding

Democrats, Educators Call Budget Inadequate

By Peter West

WASHINGTON—President Bush last week unveiled a proposed 1991 budget that includes $24.9 billion for the Education Department.

That represents a $500-million increase from this year—the biggest boost sought for education since 1980.

The budget requests a 70 percent hike for mathematics- and science-education grants, as well as a $500-million boost for Head Start, a $245-million increase for the Chapter 1 compensatory-education program, and a 28 percent hike in funding for education research.

But it calls for substantial cuts in student-aid programs and revives unsuccessful Reagan Administration proposals to eliminate or severely slash funding for such programs as Star Schools, asbestos abatement, library aid, and impact aid for "b" students, which would be cut from $123.5 million to $25 million.

Mr. Bush also resurrected a Reagan Administration proposal to cut school-lunch subsidies for children who are not poor—a policy education lobbyists say jeopardizes schools' participation in the program.

Secretary of Education Lauro F. Cavazos said the budget builds on a "national commitment to education" forged between the Administration and the nation's governors at their September education summit.

"By emphasizing investments in re-

Continued on Page 22

High-School Sports Turn To Corporations To Help Offset Costs

By Mark Walsh

The union of high-school athletics and corporate America grew stronger last week.

Texas' governing body for high-school sports was said by officials to be close to signing a deal that would make Coca-Cola its first of many hoped for big-name sponsors for championship athletic events. The move would put Texas on the growing list of state athletic associations that have turned to corporate sponsorship in recent years to offset program costs.

The stage was set, too, last week for corporate dollars to begin flowing to school sports at the national level.

The National Federation of State High School Associations, the organization that last year put together the first national television package for high-school sports, announced plans to seek major corporate sponsors.

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Los Angeles Times

Dean Carolee Bogue talks with homosexual students at Fairfax High School.

Special Problems of Homosexual Students Need Special Attention, Advocates Urge

By Ellen Flax

LOS ANGELES—For homosexual students at Fairfax High School here, Room 308 is a place they can call their own.

The room, which doubles as a science classroom for this racially and ethnically diverse school, is the headquarters of Project 10, a counseling and resource program for students who are grappling with their emerging homosexuality.

The program, sponsored by the Los Angeles Unified School District, is thought to be the only one of its kind in the country. Unlike the more widely publicized Harvey Milk High School, an alternative program for gay teenagers in New York City, Project 10 seeks to help students in a mainstream environment.

Critics of the Los Angeles program, who include some conservative lawmakers, say it promotes an unacceptable lifestyle and should have no place in a public school.

But many educators, mental-health experts, and leaders of gay-rights groups argue that such school-based programs are needed nationwide. They characterize gay teenagers as an "at risk" minority whose distinctive problems have been ignored by most schools.

According to advocates of services tailored to the needs of gay adolescents, such young people are more prone than their

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Also in the news

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Reform group sets its sights on network of 'clinical' schools.

6 **Building-Design Flaws**
N.Y. school's tragedy spurs calls for closer monitoring.

16 **Presidential Goals**
Mr. Bush last week set six objectives for education.

IN SUMMARY

A Rush To Report
The indictment of five Jefferson County, Colo., educators for failing to report suspected sexual abuse has prompted a flood of telephone calls from others anxious to avoid the same fate. **Page 4.**

Compromise in Cleveland?
The city's school-board members and superintendent last week appeared close to a settlement that would end their long-running feud and avert a threatened state takeover of the district. **Page 5.**

Investing in Early Education
The corporation U S West will tap the thinking behind a state "Parents as Teachers" program as part of a three-year, $10-million project in early-childhood education announced last week. **Page 7.**

Abortion's Effects
Black inner-city teenagers who had abortions were more likely to stay in school and were better off economically two years after the procedure than their peers who gave birth, a new study says. **Page 9.**

A Longer School Year?
The often-discussed idea resurfaces in a measure introduced last week in the U.S. Senate and in proposals being floated by governors and lawmakers in several states. **Page 13.**

Prepackaged Reforms
A group of local and national Republican leaders has endorsed a package of educational reforms and is promoting it to state legislators in the South and New England. **Page 13.**

Education Chairman Retires
After 56 years in politics, Augustus F. Hawkins, chairman of the House Education and Labor Committee, has announced that he will retire from the Congress at the end of this session. **Page 16.**

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ACROSS THE NATION

NATIONAL

Influenza Rate Termed 'Epidemic'; Schools in Five Areas Hit Hard

The U.S. Centers for Disease Control last week declared that a national influenza epidemic exists, the most widespread outbreak of the disease since the winter of 1984-85.

According to the C.D.C., 35 states thus far have experienced major outbreaks of the flu, predominately a strain called A-Shanghai. Although school outbreaks have been reported in New York, Ohio, Arizona, Washington, D.C., and Washington State, C.D.C. officials said that nursing-home residents have been the hardest hit.

As of Jan. 20, 1,143 (or 7.6 percent) of the deaths reported the previous week to the C.D.C. were caused by the flu, which has also accounted for about 10 percent of all visits to doctors' offices.

The C.D.C. recommends that anyone over age 65, or who has a heart, respiratory, or asthma condition, receive the influenza vaccine.

School systems throughout the country have been reporting higher-than-average absentee rates. In Pierce, Neb., for example, school was closed for two days last month when about one-fifth of the student body was home with the flu.

Philip Fahlk, the district's superintendent, said the flu also affected many teachers. "The final day [we were open], we had teachers here who would have been better off had they stayed home," he said.

STATES

Maryland's Scholarship Programs Should Be Redesigned, Study Urges

Maryland's college-scholarship programs should be redesigned so that more money reaches those students with the greatest financial need, according to a consultant's study.

In a report to the Maryland Higher Education Commission, Arthur Hauptman, a consultant hired by the state, recommends that the state revamp its main scholarship program—the General State Scholarships—to eliminate the requirement that money go to the brightest students statewide regardless of whether they have the greatest financial need.

The report also recommends that the state abandon its legislative-scholarships program, under which state legislators directly hand out scholarships to constituents.

Newspaper investigations have revealed that some lawmakers give scholarships to relatives or to the children of political party workers.

Commission members reportedly plan to consider the consultant's study as part of their own examination of the financial-aid system before making recommendations for change.

DISTRICTS

School Board in East St. Louis Votes To Fire Superintendent

The East St. Louis, Ill., school board, which has come under increasing criticism in recent years from state officials for failing to remedy its educational and financial problems, has voted to fire its superintendent, Elmo J. Bush.

Mr. Bush, who became superintendent of the district in December 1988, had been suspended by the board in November pending investigation of charges that he had violated state and local bidding procedures.

The board voted unanimously last month to fire Mr. Bush for insubordination and for violating the bidding regulations. Mr. Bush, who has appealed the ruling to the state education department, could not be reached for comment last week.

Meanwhile, state officials are putting the finishing touches on a report that is expected to conclude that the East St. Louis school system is rife with patronage hiring, spends money illegally, and permits students to graduate without taking required courses, according to an Associated Press report.

■ **The Memphis board of education has decided to delay until April consideration of a controversial proposal to ask the city's voters whether they favor consolidating their school district with the much smaller Shelby County school system.**

Under Tennessee law, Shelby County residents who live outside Memphis would not be allowed to vote on the proposal, because consolidation would be forced upon the county if city residents decided to disband their school system. A similar move led to the 1987 consolidation of the Knoxville and Knox County school systems.

But some Shelby County community leaders have threatened to avoid the merger by seceding and forming a new county.

There is some dispute over whether the county leaders can make good on their threat, but city school officials said late last month that they would seek to negotiate a compromise.

A citizens' commission is expected to explore the issues raised by the consolidation proposal, including funding disparities and desegregation obligations, and to make recommendations about new district boundaries and governance systems.

The Memphis city system serves 105,000 students, most of them from minority groups, while Shelby County enrolls 35,000 students, most of them white.

■ **Chicago's newly formed local school councils will be encouraged to compete among themselves in producing measurable improvements in their schools under a new program being funded by Illinois Bell and the philanthropic arm of its parent company, the Ameritech Foundation.**

The three-year, $1.2-million competition is the latest demonstration of the considerable corporate support that has been mustered for Chicago's revolutionary school-reform efforts.

Awards of $10,000 each will be granted to the 20 elementary schools and six high schools in the district that compile the best records of improvement in such areas as test scores, attendance, and dropout and graduation rates.

A blue-ribbon panel of community, civic, and educational leaders will set the criteria for selecting winners and serve as judges in the competition, which will be administered by the Chicago Public Schools Alumni Association.

■ **A Virginia judge has refused to issue a temporary restraining order blocking a new sex-education program set to begin this week in the Grayson County school district.**

Grayson County Circuit Judge Willis Woods declined to issue the order, requested by a group called Grayson County Concerned Citizens and Parents, because he said there was no evidence that the program would cause "irreparable injury" to students.

The parents' group filed suit in the court challenging the constitutionality of the sex-education program adopted unanimously

A 'Fine' Policy?

Students in McKinney, Tex., are learning firsthand about the adverse economic effects of "inadequate educational attendance."

In other words—if they skip school, they pay for it.

Under a new policy adopted by the school board in December, students in the Dallas suburb can be fined if they miss more than a specified number of days, or are absent without permission from their parents. Fines range up to $25 a day.

"It's really not a punishment—it's a privilege," said Carol Hunter, the district's director of personnel. "Our goal is to give students a chance to make up some work."

Texas law requires that students attend at least 80 days of school each semester, she said. If a student in McKinney attends fewer—and can provide no acceptable explanation—the policy allowing for fines takes effect.

Students already must pay to attend summer school, Ms. Hunter said; the board's new policy simply requires them to pay for the evening or Saturday makeup classes they attend during the year.

The policy is designed to discourage "out-and-out truancy," Ms. Hunter said. "Basically, we're looking at a student who has chosen to be a truant."

She said a district committee will hear any grievances that arise from the new policy and decide whether any extenuating circumstances merit exemption from a fine.

So far that hasn't been an issue. Response to the new policy generally has been positive, Ms. Hunter said, and as of late last month, no student had yet been fined.

Ms. Hunter noted that other districts in the state must find a way to pay the cost of the special makeup classes. "Some other districts are going to have to do this," she predicted.

— M.N.

by the county school board in January.

The group alleges that the school board did not adequately involve parents when they drafted the sex-education program. The state has required all districts to adopt a sex-education program, and said that parents must be consulted.

Under the Grayson County program, parents have the option of removing their children from the sex-education classes.

Walter Stamper, a lawyer for the group, said the parents object to the program because it does not discuss values and because the curriculum includes elementary-school-age students.

A full hearing is set for late April.

■ **The parents of a Florida 6th-grader have been charged with negligence after their son threatened suicide by pointing their gun at his head during class.**

Under Florida law, parents who fail to secure firearms face misdemeanor charges if their children obtain them.

The 12-year-old boy surprised teachers and classmates at Crystal River Middle School in central Florida last month when he aimed his parents' .22-caliber pistol at his head during school. School authorities persuaded the boy to surrender the gun without firing a shot.

The boy was suspended for 10 days, but was not charged with any crime.

His parents are scheduled to be arraigned this month. They face a maximum penalty of 60 days in jail and a $500 fine.

■ **The administration of Washington, D.C., Mayor Marion S. Barry Jr. pledged last week that the city school system would receive the entire $600 million it had requested for the next school year.**

The decision to increase the school budget by 20 percent—or $100 million—reportedly was made by the Mayor before his arrest on Jan. 18 on charges of cocaine possession. City officials, however, announced the increase on Jan. 30 before a meeting between Carol Thompson, the city administrator who is managing the city while the Mayor undergoes treatment for substance abuse in Florida, and a group of civic leaders who have repeatedly pressed for more money for the schools.

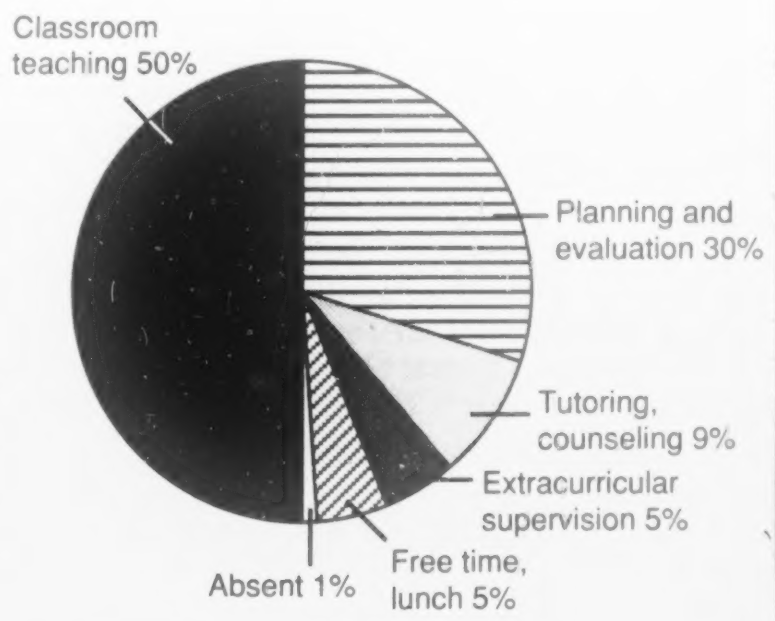
School officials greeted the budget increase with excitement, but several city officials have noted that the 20 percent jump is likely to require a tax increase.

The increase, requested late last year by Superintendent of Schools Andrew E. Jenkins, would be used to improve teacher and principal salaries, repair school buildings, and combat the city's high dropout rate.

The budget must now be approved first by the D.C. Council and then by the Congress.

DIMENSIONS

The Teacher's Workweek



Source: National Center for Education Statistics

There are no significant differences in the way public and private elementary- and secondary-school teachers spend their workweeks, according to an analysis conducted for the National Center for Education Statistics.

The average public-school teacher spends 50.4 hours a week on the job, the center reports. About half of that time (25.5 hours) is spent in actual classroom teaching. The balance is spent on planning and evaluation (15.2 hours), extracurricular supervision (2.4 hours), tutoring and counseling (4.4 hours), lunch and free time (2.4 hours), and on sick or personal leave (0.3 hours). Figures for private-school teachers were nearly identical.

The data come from a nationwide survey of 7,991 public- and 4,544 private-school teachers conducted between 1984 and 1986.

The researchers found a few differences of note. Private secondary-school teachers, for example, spend about 1.4 hours a week more than their public-school counterparts in student monitoring or other administrative duties.

But these few exceptions aside, the similarities between the two sectors held regardless of differences in school affiliation (religious or otherwise) and size, as well as differences in teacher age, experience, training, gender, and race. The few differences that were found were very small, the center reports.

Based on the analysis, "it is highly unlikely that these small differences could be responsible for the differences in educational outcomes between private and public schools," the report concludes.

The data are contained in "Time Allocation Patterns of Teachers in Public and Private Schools: 1984-86," survey report CS 89-104.

UPDATE

■ **Two new state audits have confirmed charges that the Oakland, Calif., public schools are rife with mismanagement, and have detailed dozens of instances of improper, and in some case, illegal conduct by school officials and board members.**

State auditors described the district's practices as the worst they had seen in more than a decade of conducting similar investigations of school systems throughout the state, according to a spokesman for the office of state auditor.

The studies indicate that school officials misspent hundreds of thousands of dollars, and failed to seek millions more available to the district under various federal and state programs.

Among other problems, the auditors found that district officials have made improper payments to top-level school administrators, failed to monitor work contracted to outside firms, and allowed employees to steal school property and money.

The reports are expected to lead to additional arrests of school employees; 13 employees already face various criminal charges.

In addition, one of the reports may derail the district's effort to secure state approval for its current-year budget because it questions the value of school property used as collateral against $10 million in bonds the district issued last fall.

Under a law passed by the California legislature last year, the Oakland district is currently operating under the supervision of an advisory trustee who could assume veto power over the district's financial decisions if it does not win state approval for new financial and educational recovery plans. *(See Education Week, Jan. 10, 1990.)*

■ **The Columbus, Ohio, school board has adopted a school-based management plan for its elementary and middle schools modeled on a similar plan now being piloted in its high schools.** *(See Education Week, March 1, 1989.)*

Under the plan, decisionmaking authority will be extended to regional divisions of schools called "communities of schools." Many district resources will not be distributed purely on a per-pupil basis, but will go to the communities-of-schools level, where individual schools can "broker" for services to meet their needs before a council on student support services. For example, a school may exchange a nurse for a school psychologist.

Each council will be co-chaired by the communities-of-schools leader and one officer of the Columbus Education Association.

Under the new system, all elementary and middle schools are required to draw up a school-reform plan by March 31.

In the meantime, district officials next month plan to present a four-year blueprint that integrates the secondary- and elementary-reform plans, according to Karen Balko, director of contract relations for the district.

■ **School districts must make reasonable attempts to consider seniority and licensure when reinstating teachers who have been laid off**, the Minnesota Supreme Court has ruled.

The court's Jan. 26 decision affirmed a ruling by the Minnesota Court of Appeals last June. *(See Education Week, June 21, 1989.)*

The case involved Howard E. Harms, a social-studies teacher in LaCrescent, who was laid off in 1986. He was replaced by a guidance counselor whose counseling position had been eliminated and who had more seniority than Mr. Harms. When the school district reinstated the guidance position in 1987, it filled the job with another laid-off counselor who had less seniority than Mr. Harms.

Mr. Harms and the Minnesota Education Association filed suit, arguing that the school district should have moved the counselor in Mr. Harms's former position back to the guidance office and reinstated Mr. Harms in his teaching job.

A lower state court ruled that the district need not realign its staff in such cases, but that opinion was reversed by the court of appeals.

In its ruling, the state supreme court noted that, although school boards must consider seniority in reinstating teachers, it would be "unreasonable to realign during a school year if it would disrupt other classes and students."

In addition to reinstating Mr. Harms, the M.E.A. noted that the ruling may help some of the state's 1,500 teachers who are currently laid off to regain their jobs.

■ **Raymond Buckey, a former teacher at the McMartin Preschool, will be retried on the 13 counts of molestation and conspiracy on which a jury reached a deadlock only two weeks before, prosecutors in Los Angeles announced last week.** *(See Education Week, Jan. 24, 1990.)*

Mr. Buckey and his mother, Peggy McMartin Buckey, had been acquitted on 52 charges of child molestation in the longest and costliest criminal trial in U.S. history. But Los Angeles Superior Court Judge William R. Pounders declared a mistrial on 13 additional counts when the jury of three men and four women could not reach a verdict.

Parents of former McMartin pupils had since staged an intensive public campaign to have the case reopened.

Judge Pounders set a March 9 trial date.

PEOPLE

■ Mississippi's interim superintendent of education, **Thomas H. Saterfiel**, has resigned only three weeks after replacing outgoing superintendent Richard Boyd.

Mr. Saterfiel, a deputy superintendent under Mr. Boyd, announced late last month that he will leave March 1 to become vice president of research for the American College Testing program.

The state board of education announced that it will appoint a new interim superintendent later this month.

The state has launched a national search to replace Mr. Boyd, and hopes to have a superintendent hired by June.

■ **Billy Joel**, the pop performer who once wanted to be a history teacher, has sent a message to junior- and senior-high school students about the importance of studying history.

A special cassette recording of Mr. Joel's hit song "We Didn't Start the Fire," an aural montage of the events, people, and places that have made the news in the past 40 years, was distributed late last month along with copies of *Junior Scholastic* magazine and its sister publications.

In a taped interview introducing the song, Mr. Joel tells students of his love of history and his one-time intention to teach.

"A lot of people tend to think history is just this drab series of boring names and dates that you just have to connect to pass the test," he says. "Really, history is a living thing. We are where we are today, and we are who we are today, because of our history."

The tapes went to 40,000 classrooms, reaching more than 1 million students, according to Scholastic Inc.

■ New Jersey's education commissioner, **Saul Cooperman**, announced his resignation last week, effective June 30.

Mr. Cooperman, who was appointed by former Gov. Thomas Kean in 1982, said that Gov. James Florio had not asked for his resignation.

But Mr. Cooperman did learn that Mr. Florio planned to launch a nationwide search to find a new commissioner of education.

Though Mr. Cooperman was to be interviewed for the job, he said he did not wish to participate in that process.

At a press conference, Mr. Cooperman admitted that he had been approached earlier by the Bush Administration to become a high-level education official, and by a state university to be its president. But the outgoing commissioner said he has declined—and would not reconsider—both offers.

Bush Budget Seeks Boost Of $500 Million for E.D.

Continued from Page 1

search and education reform—reforms that are sorely needed if we are to remain competitive as a nation—it is a forward-looking budget as we enter the last decade of the 20th century," Mr. Cavazos said.

Over all, the Education Department budget would increase about 2 percent over 1990. But the total is depressed because the Administration estimated lower costs for the Stafford Student Loan entitlement program.

For the department's discretionary programs, the budget calls for an increase of more than 6 percent.

Charles E.M. Kolb, deputy undersecretary for planning, budget, and evaluation, said that was the largest discretionary increase given to any Cabinet agency.

Democrats Not Impressed

Congressional Democrats and education advocates, however, were not impressed.

"On this issue, the President's words seem to agree with us, but his actions say something else," Speaker of the House Thomas S. Foley said in his response to Mr. Bush's State of the Union Message.

"For the second time in a row with this Administration, we're very disappointed," said Susan Frost, executive director of the Committee for Education Funding. "This budget is, with some very minor exceptions, a Xerox copy of last year's budget."

"The departmental total masks what's going on in the individual programs," said Michael Edwards, manager of Congressional relations for the National Education Association. "It creates, to some degree, a smokescreen over what's going on."

Bush Education Package

Critics noted that the budget includes $378 million for programs contained in Mr. Bush's education package. That legislation, however, appears likely to stall in the House.

The Merit Schools program would receive $225 million, while the "magnet schools of excellence" program would receive $100 million. Programs to reward outstanding teachers and promote alternative-certification routes would also be funded.

Moreover, the budget indicates that the Administration would shift $175 million from the 1990 appropriation for Chapter 1 to the Merit Schools and magnet-schools programs if Mr. Bush's initiatives are enacted by March 1—a plan that could increase Congressional opposition to the bill.

The 1990 spending bill for education allows, but does not require, the department to make such a shift.

The inclusion of that shift in the budget makes the requested increase in Chapter 1 appear to be $420.6 million. In fact, however, the amount budgeted for 1991 is $246 million more than was appropriated by the Congress for 1990.

Basic grants would increase by $250 million, to $4.46 billion, while concentration grants would rise from $381 million to $496 million in 1991.

The Administration estimates the increase would allow Chapter 1 to serve 225,000 more students.

Mr. Bush also proposes to double the budget of the Even Start program for disadvantaged preschoolers, to $48 million.

Magnet Schools

The budget would maintain the existing magnet-schools program, which is limited to districts undergoing desegregation, at $113.2 million for fiscal 1991. But a version of the Bush bill pending in the Senate would require full funding of that program—at $165 million—as a condition for funding Bush's program, which would carry no desegregation requirement.

Chapter 2 block grants are slated to increase by 4 percent in 1991—roughly the rate of inflation.

Vocational education would receive the same amount as in 1990, while adult education would get a $46-million increase.

The budget includes no funding for refugee education, which the Congress did not fund in 1990. But bilingual-education funding would rise from $158.5 million to $175.4 million.

The department's Indian program would receive a 3 percent boost to $75.8 million, while funding for Bureau of Indian Affairs programs, including the B.I.A. schools, would rise $25.9 million to $313.2 million.

The Administration requested $1.95 billion for special-education grants, an $81-million increase.

Drug-abuse education and pre-

Continued on Following Page

DATABANK

President Bush's 1991 Budget for Education

		FY 1990		FY 1991
	FY 1989 Comparable	Original Appropriation	Appropriation After Sequester	Administration Request
		(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED				
Grants for the Disadvantaged (Chapter 1):				
Grants to local educational agencies:				
Basic grants	$3,853,200	$4,427,250	$4,212,647[1]	$4,463,100
Concentration grants	172,900	400,000	380,611[1]	495,900
Capital expenses for private-school students	19,760	26,000	25,682	25,682
Even start	14,820	24,500	24,201	48,000
State agency programs:				
Migrant	271,700	285,938	282,444	293,742
Handicapped	148,200	148,200	146,389	146,389
Neglected and delinquent	31,616	33,197	32,791	34,103
State administration	40,508	50,797	50,176	54,000
State program improvement	5,686	12,699	12,544	24,000
Evaluation and technical assistance	7,904	12,000	11,853	15,000
Rural technical-assistance centers	3,952	4,500	4,445	4,445
Total, Chapter 1	**4,570,246**	**5,425,081**	**5,183,783**	**5,604,361**
Migrant education:				
High-school-equivalency program	7,410	7,955	7,858	7,858
College-assistance migrant program	1,482	1,741	1,720	1,720
Merit schools, pending legislation	—	—	125,000[1]	225,000
TOTAL	**4,579,138**	**5,434,777**	**5,318,361**	**5,838,939**
IMPACT AID				
Maintenance and operations:				
Payments for 'a' children	558,220	578,500	578,500	578,500
Payments for 'b' children	135,356	123,500	123,500	25,000
Payments for federal property (Section 2)	14,820	15,354	15,354	15,354
Disaster assistance (Section 7)	—	—	—	15,000
Construction	24,700	14,998	14,998	27,000
TOTAL	**733,096**	**732,352**	**732,352**	**660,854**
SCHOOL-IMPROVEMENT PROGRAMS				
Educational improvement partnerships (Chapter 2):				
State block grants	462,977	461,477	455,717	474,405
Evaluation	—	1,500	1,481	1,000
National Programs:[2]				
National Diffusion Network	11,066	13,000	12,632	12,632
Inexpensive book dist. (inc. RIF)	8,398	8,684	8,555	8,914
Arts in education	3,458	3,900	3,812	3,972
Law-related education	3,952	5,000	4,824	4,824
Blue-ribbon schools	889	500	873	873
Total, Chapter 2	**490,740**	**494,061**	**487,894**	**506,620**
Drug-free schools and communities:				
State grants	287,730	466,685	462,569[3]	512,619
School personnel training	7,000	14,738	14,554	14,554
National programs	59,770	63,630	61,127	66,127
National Commission on Drug-Free Schools	—	1,000	988	—
Strengthening teaching and administration:				
Mathematics and science education	137,332	137,332	135,616	230,000
Fund for the improvement and reform of schools and teaching	5,928	8,464	8,358	8,358
Alternative teacher/principal certification, pending legislation	—	—	—	25,000
Presidential awards for excellence in education, pending legislation	—	—	—	7,600
Territorial teacher training	1,976	1,784	1,762	1,762
Leadership in Educational Administration (LEAD)	4,306	3,894	3,845	4,215
Christa McAuliffe fellowships	1,892	1,956	1,932	2,013
Mid-career teacher training	—	1,000[4]	987[4]	987
Magnet-schools assistance	113,620	114,620	113,189	113,189
Magnet schools of excellence, pending legislation	—	—	50,000[1]	100,000
Fund for innovation in education	11,150	19,178	18,939	18,939
Javits gifted and talented education	7,904	9,000	8,888	8,888
Education of homeless children and youth	4,834	7,498	7,404	7,500
Women's educational equity	2,949	2,125	2,098	1,000
Training and advisory services (Civil Rights IV- A)	23,443	21,722	21,451	21,451
Dropout-prevention demonstrations	21,736	—	—	45,000
Secondary basic-skills demonstrations	—	5,000	4,938	—
Educational partnerships	—	3,750	3,703	3,703
General assistance to the Virgin Islands	4,730	4,446	4,391	4,391
Ellender fellowships	3,458	3,750	3,703	1,000
Follow through	7,262	7,262	7,171	—
Star schools	14,399	15,000	14,813	—
Native Hawaiian Education Act	4,940	6,500	6,419	—
TOTAL	**1,217,099**	**1,414,395**	**1,446,741**	**1,704,916**
INDIAN EDUCATION[5]				
TOTAL	**71,553**	**74,649**	**73,620**	**75,762**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION				
Bilingual programs	110,761	115,779	115,779	132,642
Support services	10,772	10,838	10,838	10,838
Training grants	30,413	31,913	31,913	31,913
Immigrant education	29,640	30,144	30,144	30,144
Refugee education	15,808	—	—	—
TOTAL	**197,394**	**188,674**	**188,674**	**205,537**
EDUCATION FOR THE HANDICAPPED				
State grants:				
Grants to states, general	1,475,449	1,564,017	1,542,610	1,615,125
Preschool grants	247,000	255,000	251,510	257,730
Grants for infants and families	69,831	80,624	79,520	82,701
Special-purpose funds:				
Proposed legislation	—	—	—	181,865
Deaf-blind and other severely handicapped projects	19,486	20,657	20,374	—
Early-childhood education	23,147	24,096	23,766	—
Secondary and transitional services	7,284	8,100	7,989	—
Postsecondary programs	5,770	6,600	6,510	—
Innovation and development	17,026	20,100	19,825	—
Media and captioning services	13,403	15,403	15,192	—
Special-education technology	4,730	5,500	5,425	—
Special studies	3,594	3,594	3,545	—
Special-ed. personnel development	67,095	71,985	71,000	—
Recruitment and information clearinghouses	1,135	1,500	1,479	—
Regional resource centers	6,338	6,600	6,510	—
TOTAL	**1,961,288**	**2,083,776**	**2,055,255**	**2,137,421**

Footnotes

[1] Adjusted for comparability. Reflects a transfer of $175 million that will be made from Chapter 1 grants to presidential merit schools and magnet schools of excellence contingent upon enactment of authorizing legislation.

[2] Figures for 1990 appropriation after sequester reflect a reprogramming of $379,000 in fiscal year 1990 from other national programs to blue-ribbon schools.

[3] Emergency grants in F.Y. 1990 will be administered as part of the state grants program. F.Y. 1990 amounts for state grants include $24.688 million for emergency grants. Beginning in F.Y. 1991, emergency grants is a discretionary program. Funds are redistributed from national programs to state grants due to provisions of the Drug-Free Schools and Communities Act Amendments of 1989.

[4] Adjusted for comparability. Funds were provided under the Higher Education account.

[5] Funds for Indian education are also provided in the Department of the Interior and Related Agencies Appropriations Acts.

[6] Adjusted for comparability. Funds were provided under the School-Improvement Programs account.

[7] Reflects proposed legislative savings of $218 million.

[8] Excludes $133.57 million needed to liquidate obligations incurred in 1989 under contract authority available in 1989. Cash to liquidate these obligations was appropriated in 1990. Also excludes $84.297 million needed to liquidate obligations incurred in 1989 under contract authority available in 1989. Cash to liquidate these obligations is included in the 1991 request.

[9] Includes $133.57 million appropriated in 1990 for obligations incurred in 1989.

[10] Reflects savings proposals amounting to $49.47 million. Includes $84.297 million for obligations incurred in 1989, and $176.082 million for obligations incurred in 1990.

[11] Amounts listed assume a reprogramming of $2.3 million in F.Y. 1990 from statistics to assessment.

[12] Proposed new programs.

[13] Included $500,000 for evaluation studies.

[14] Administered by the Department of Health and Human Services.

[15] Programs administered by the Department of Labor.

[16] Included in appropriations bill for the Interior Department.

[17] Included in appropriations bill for housing and independent agencies.

SOURCE: U.S. Education Department, other agencies

		FY 1990		FY 1991
	FY 1989 Comparable	Original Appropriation	Appropriation After Sequester	Administration Request
		(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH				
State grants:				
Vocational rehabilitation state grants	1,450,500	1,550,000	1,528,498	1,597,280
Supported employment state grants	27,227	27,976	27,630	28,790
Client assistance	7,775	8,000	7,901	8,233
Service and demonstration projects:				
Special demonstration program	17,200	32,674	32,269	17,455
Supported employment projects	9,520	10,000	9,876	9,876
Model transition grants	475	—	—	—
Recreational programs	2,620	2,620	2,588	—
Migratory workers	1,100	1,100	1,086	1,086
Projects with industry	17,350	19,000	18,765	18,765
Helen Keller National Center	4,900	5,000	4,938	5,198
Independent living:				
Comprehensive services	12,678	13,100	12,938	13,481
Centers	26,000	27,000	26,666	26,666
Services for older blind	5,700	5,900	5,827	5,827
Training	30,500	31,500	31,110	31,110
National Institute on Disability and Rehabilitation Research	53,525	55,000	54,318	54,318
Technology assistance	5,150	15,000	14,814	20,000
Evaluation	1,000	1,000	988	988
TOTAL	**1,673,220**	**1,804,870**	**1,780,212**	**1,839,073**
VOCATIONAL AND ADULT EDUCATION				
Vocational education:				
New program, proposed legislation	—	—	—	929,675
Basic grants	831,566	862,535	850,734	—
Community-based organizations	8,892	11,000	10,850	—
Consumer and homemaking education	33,118	34,650	34,176	—
State councils	7,904	8,052	7,942	—
National programs	26,005	23,333	23,014	—
Bilingual vocational training	3,771	3,000	2,959	—
Permanent appropriation (Smith-Hughes Act)	7,148	7,148	7,048	7,148
Adult education	162,210	197,970	192,795	238,726
Technology-education demonstrations	—	1,000[6]	988[6]	988
TOTAL	**1,080,614**	**1,148,688**	**1,130,506**	**1,176,537**
STUDENT FINANCIAL ASSISTANCE				
Pell grants	4,483,915	4,871,000	4,804,478	5,277,000[7]
Guaranteed student loans	4,066,828[8]	3,826,314	3,826,314[9]	3,368,336[10]
Supplemental educational opportunity grants	437,972	465,000	458,650	458,650
Work-study	610,097	610,097	601,765	601,765
Income-contingent loans	4,940	10,000	9,863	15,000
Perkins' loans:				
Federal capital contributions	183,507	137,000	135,129	—
Loan cancellations	22,000	22,000	21,700	—
State student incentive grants	71,889	60,000	59,181	—
TOTAL	**9,881,148**	**10,001,411**	**9,917,080**	**9,720,751**
HIGHER-EDUCATION PROGRAMS				
TOTAL	**565,729**	**631,736**	**623,544**	**657,648**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS				
TOTAL	**31,315**	**35,129**	**35,129**	**13,449**
EDUCATION RESEARCH AND STATISTICS				
Education research	47,079	56,055	55,502	61,322
Statistics	21,736	25,320	22,655[11]	41,538
National Assessment of Educational Progress (NAEP)	9,386	15,000	17,084[11]	18,866
Evaluation of reform[12]	N/A	N/A	N/A	3,000
Dropout prevention[12]	N/A	N/A	N/A	5,000
Principal training[12]	N/A	N/A	N/A	25,000
Education summit follow-up[12]	N/A	N/A	N/A	20,000
TOTAL	**78,201**	**96,375**	**95,241**	**174,726**
LIBRARIES				
Public libraries:				
Services	81,009	82,505	82,505	—
Construction	22,324	18,900	18,900	—
Interlibrary cooperation	19,102	19,551	19,551	20,372
Library literacy programs	4,730	5,365	5,365	8,365
Training and demonstrations	709	855	855	855
Research libraries	5,675	5,738	5,738	5,738
College library technology	3,651	3,732	3,732	3,732
TOTAL	**137,200**	**136,646**	**136,646**	**39,062**
PAYMENTS TO SPECIAL INSTITUTIONS				
American Printing House for the Blind	5,345	5,740	5,663	5,901
National Technical Institute for the Deaf	33,326	36,553	36,070	37,531
Gallaudet University	65,998	68,600	67,643	74,047
Howard University	178,973	182,446	182,446	185,446
TOTAL	**283,642**	**293,339**	**291,822**	**303,425[13]**
DEPARTMENTAL MANAGEMENT				
Program Administration	250,464	276,946	273,303	331,000
Office for Civil Rights	41,635	45,178	44,572	49,900
Office of the Inspector General	18,619	23,381	23,110	25,800
TOTAL	**310,718**	**345,505**	**340,985**	**406,700**
TOTAL, EDUCATION DEPARTMENT	**$22,801,355**	**$24,422,322**	**$24,166,168**	**$24,954,800**
EARLY-CHILDHOOD PROGRAMS[14]				
Head Start	1,235,000	1,405,000	1,386,315	1,886,315
Comprehensive child-development centers	19,760	25,000	24,668	24,668
JOB TRAINING PARTNERSHIP ACT[15]				
Summer youth programs	709,433	709,433	709,433	699,777
Job corps	741,825	813,689	767,078	808,694
INDIAN EDUCATION[16]				
Bureau of Indian Affairs programs, including B.I.A. schools	268,503	287,384	283,486	313,290
NATIONAL SCIENCE FOUNDATION[17]				
Science and engineering education	171,000	210,000	204,265	251,000
ASBESTOS ABATEMENT[17]				
(Environmental Protection Agency)	47,000	44,700	43,440	—

Continued from Preceding Page

vention programs would increase by 10 percent, to $593 million.

In one of its key proposals, the department requested a $122-million increase in research spending, which includes $53 million for four new initiatives:

- A $25-million program under which prospective elementary- and secondary-school principals would spend a year learning from a successful principal.
- A $20-million appropriation for "education summit follow-up." These funds would allow the department to "track the nation's progress" toward the educational goals to be established by the President and the nation's governors, and to support "any Congressionally approved strategy" for allowing states and school districts to exchange greater flexibility in federal regulations for performance agreements.
- A $3-million effort to evaluate the progress and success of education reform in the states.
- A $5-million program of research on dropout prevention, which would include a new research center.

The department's budget documents say that a proposed $5.8-million boost in its general research budget would allow an increase in the number of research centers to be awarded in an upcoming competition, and fund a new laboratory to serve the Pacific Basin.

Researchers and lawmakers have criticized the department's initial decision to eliminate two existing centers focusing on issues confronting elementary and middle schools and secondary schools. But Christopher Cross, assistant secretary for educational research and improvement, said he would not reveal prior to an official announcement whether the department intends to restore them to the list with the new funds.

The department also proposes to double its spending on the gathering and analysis of education statistics, from $22.3 million to $41.5 million, and increase spending on the National Assessment of Educational Progress by $1.8 million.

Math, Science Programs

The largest increase in the education budget would boost by 70 percent programs to improve mathematics and science education. Grants to states would increase by $94 million, to a total of $220 million.

The National Science Foundation's precollegiate-education programs would also receive a significant boost, from $140 million to $165 million.

The science agency's total budget would increase by 14 percent, while its education spending would grow by 23 percent, to $251 million.

The N.S.F. budget includes $12.5 million for a major new initiative to support states' efforts at systemic school reforms, and an expansion of the agency's partnerships with publishers to develop new materials, focusing on math for middle schools.

Under the new project, the foundation will provide grants to states that are undertaking comprehensive efforts to reform curricula, teacher preparation, school structure and governance, and the allocation of time and resources.

The National Endowment for the Humanities also proposed a new education effort: a $2.5-million program to improve foreign-language instruction at all levels of schooling.

The agency requested $17.9 million for education efforts, including $7 million for precollegiate programs.

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EDUCATION WEEK

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Schools Are Reopened in Selma Amid Continuing Racial Tension

By William Snider

SELMA, ALA.—Dozens of state troopers and National Guardsmen flanked the doorways of this city's schools last week as students returned to classes amid fears that a civil-disobedience campaign demanding equal educational opportunities for blacks would escalate into violence.

But unlike events of 25 years ago that made this town the symbol of a previous generation's civil-rights struggles, few incidents of violence have been linked to the renewed racial strife that has once again drawn the national spotlight here.

Although black students were persuaded to end voluntarily their occupation of Selma High School on Feb. 12, many protesters continued to occupy city hall, hold daily marches, boycott white-owned businesses, and plan a variety of other "direct action" strategies.

Some 164 students were officially withdrawn from the school system last week by their parents, presumably due to fears that the confrontations would become violent.

Ninety-one students who were disciplined on Feb. 14 for staging a "peaceful protest" in the cafeteria of Selma High School will be reassigned to an alternative school, according to Norward Roussell, the district's first black superintendent, who is at the center of the controversy.

A rallying cry of the protesters has been "No contract, no school!"—a reference to the white-majority school board's decision not to renew Mr. Roussell's contract when it expires this June.

Similar moves by majority-white school boards against black superintendents have sparked protests in other districts, but this

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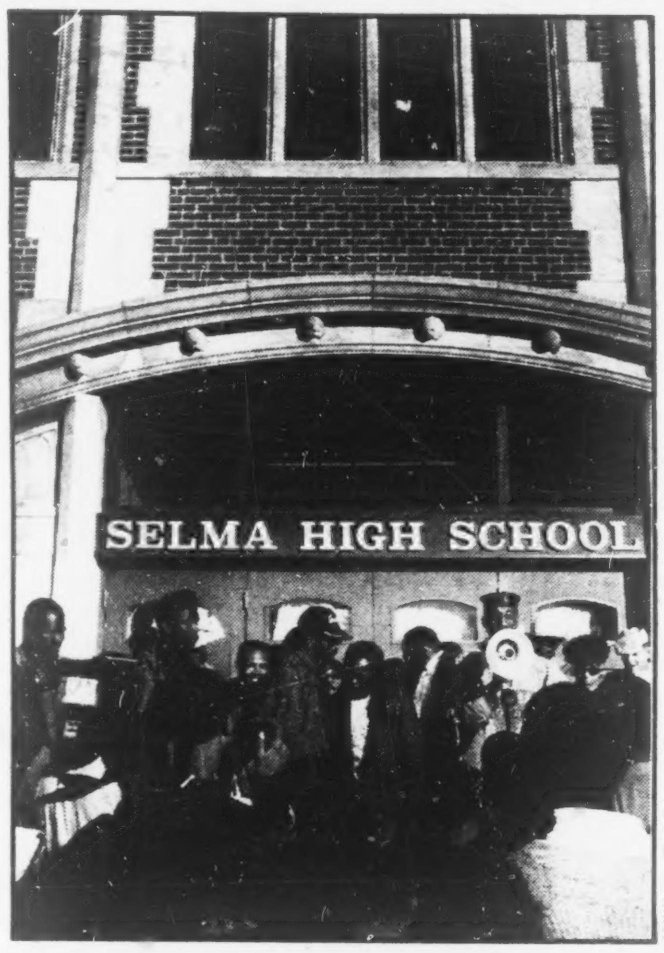

William Snider

Black students occupying Selma High look through windows while protest leaders hold rally on the building's front stairs.

Interior Dept. Sets 4 Objectives for Indian Education

Tribal Leaders Asked To Help Shape Goals

By Peter West

SANTA FE, N.M.—Secretary of the Interior Manuel Lujan Jr. last week laid out a broad framework for improving Indian education and urged tribal leaders gathered here for the first of several planned "mini-summits" on the subject to take a lead role in that enterprise.

"The essential roots of Indian heritage must be implicit in any program of Indian education," Mr. Lujan said. "That is why we seek your participation in establishing and implementing our education priorities."

More than 750 tribal officials and educators from Arizona, New Mexico, and Utah—states accounting for more than half of the 40,000 students enrolled in Bureau of Indian Affairs schools—crowded into the Santa Fe Indian School here for the Southwest Education Summit.

The two-day program of panel discussions and work sessions will be followed by at least one and possibly as many as three other summits to be held in the West in coming months by the B.I.A. or tribes and organizations in cooperation with the B.I.A.

The meetings, Interior Department officials said, are designed to provide forums for Indian leaders to help hone four broad educational initiatives Mr. Lujan has established as priorities for B.I.A. schools.

These will emphasize, according to Secretary Lujan, the following areas: early-childhood education; enhancing teacher recruitment and retention; making "regular school evaluations an inherent part of the educational process"; and broadening the scope of the B.I.A.'s "effective-schools program" to disseminate proven teaching methods throughout the system.

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Fiscal Study Finds Northeast's Woes Rolling Southward

By Michael Newman

The economic downturn that is wreaking havoc with state finances and threatening school reforms in the Northeast could be poised to sweep down the Atlantic seaboard.

According to a report released this month by the National Conference of State Legislatures, "the recession that has crippled budgets in the Northeastern states remains regional, but a slowing revenue stream is creating difficulties for most of the mid-Atlantic and Southern states as well."

New York, New Jersey, and every New England state except Connecticut have deficits for the current fiscal year, and 18 other states face possible revenue shortfalls, according to the study, "The State Fiscal Outlook: 1990 and The Coming Decade."

States in the Midwest and the Far West, on the other hand, appear to be on more solid financial ground, it found.

The study noted that slower-than-expected economic growth rates have led to a shortfall in tax revenues in many states.

"Finding funds to meet increasing needs

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Also in the news

6 **Anti-Gambling Moves**
Two states tackle a new educational problem in an age of legalized betting.

7 **Drug-Use Declines**
An annual survey of high-school seniors has both negative and positive news.

Task Force Begins Campaign To Highlight Role of School Design on Student Learning

By Debra Viadero

In the half-hour before classes begin each day, the 40 to 50 teachers at Kamariya Middle School in Yokohama, Japan, can usually be found in what is known as the "teacher office."

The room contains a desk, bookshelves, and files for each teacher in the school. And lounge areas adjoining the office are furnished with comfortable furniture and traditional Japanese tea tables.

Such offices are common to a number of schools in Japan. But, to a small but growing group of educators and architects in this country, they represent something more than just an unusual perk for Japanese teachers.

They say such architectural features are at the heart of a new awareness that school buildings do not just house education—they also are part of it.

"What teacher offices, adequate storage facilities, or easy access to copying machines communicate to teachers is a message: 'What you do is important,' " said Harold Hawkins, a professor emeritus of educational administration at Texas A & M University. Teachers who feel better about their job, he contends, do a better job of teaching.

Mr. Hawkins is the founder of the National Interface Task Force, a group of educators, facility planners, and architects who are waging a campaign this year to convince educators that school buildings can have a profound impact on student learning.

By ignoring that concept, members of the group argue, the national movement to reform education has missed an important piece of the learning puzzle.

"For years," said Tony F. Wall, executive

Continued on Page 23

In a Massachusetts School, Fomenting a 'Revolution' in Time

By Robert Rothman

TOPSFIELD, MASS.—Like Nicolaus Copernicus, the Polish astronomer who forced the world to reconsider its view of the universe, Joseph M. Carroll is trying to force educators to change the way they look at time.

The superintendent of the Masconomet Regional School District here has taken a heretical position on the sanctity of the traditional high-school schedule—and drawn the interest of reformers trying to restructure American education.

A pilot project in place here is testing Mr. Carroll's belief that the time schedule that has characterized education for most of this century has also inhibited efforts to improve schooling.

Teachers who see up to 150 students for only 45 minutes each day cannot, Mr. Carroll believes, provide individualized attention or the kind of close student-teacher relationships that enhance learning.

The traditional schedule tends also, he says, to exacerbate the hyperactivity often associated with teenagers, and offers them little opportunity to integrate concepts from separate disciplines.

In place of it, Mr. Carroll proposes assigning students to two 100-minute "macroclasses," as well as an interdisciplinary seminar, each trimester. His proposal, outlined in a recently published book, *The Copernican Plan*, is being pilot-tested at the Masconomet High School.

"The changing of the schedule is primarily designed to establish a situation where it's hard for teachers and students not to get to know each other well in a short time," he explains. "By changing the fundamental way we use time, we create a situation where that can occur. At the same time, you lower class size substantially" and encourage innovative teaching.

"These things," he predicts, "will result in more kids learning better."

Mr. Carroll's ideas have begun to attract the attention of restructuring proponents, who praise him for shattering one of the orthodoxies of American education.

"Everybody regards the division of time as automatically decreed by God almighty," says Harold Howe 2nd, senior lecturer at the Harvard University Gra-

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IN SUMMARY

'Channel One' To Debut
Despite opposition from many educators, "Channel One," Whittle Communications' in-school news show for teenagers, is set to make its national debut March 5 in 400 schools. **Page 4.**

A Twist on Mainstreaming
In an unusual case, two Colorado state agencies are attempting to enroll a profoundly retarded teenager in a local high school against the wishes of the girl's mother. **Page 10.**

Moving Magnets in St. Paul
A plan to house as many as eight elementary-school magnet programs in a refurbished warehouse in the inner city has a number of parents and educators concerned. **Page 13.**

Ungraded Classes
Mississippi would become the first state to mandate the use of ungraded or mixed-age classrooms in elementary schools, under bills approved by both chambers of that state's legislature. **Page 17.**

E.D.'s 'Adopted' School
The seven-year relationship between the Education Department and Amidon Elementary, its "adopted" neighborhood school, has been an enriching experience for both, participants say. **Page 19.**

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The Northeast Common Market for Educators
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ACROSS THE NATION

NATIONAL

Salary Increases for Principals Outpace Inflation, NASSP Says

High-school principals this year are earning an average of $55,722, an increase of 5.2 percent over the last school year, according to a nationwide survey conducted by the National Association of Secondary School Principals.

The survey, released last week during the NASSP annual convention, shows that junior-high and middle-school principals are earning an average of $52,163, while elementary-school principals earn $48,431 a year; each is an increase of 5.5 percent over last year.

The highest-paid senior-high principals earn $88,310, the survey found, while the highest-paid junior-high and middle-school principals earn $87,042. The top-paid elementary principals earn $84,455.

For the fourth consecutive year, principals in the Far West earn the highest salaries. The mideastern section of the country is second and New England third. The lowest salaries are found in the Southwest.

Assistant principals also posted gains. Senior-high assistants earn an average of $46,486, junior-high assistants $44,570, and elementary assistants $40,916, the survey found.

"These salary increases are a clear indication that school boards know the importance of strong leaders in restructuring our schools," Paul W. Hersey, NASSP's director of professional assistance, said in a statement. He noted that while the Consumer Price Index rose 4.8 percent last year, principals' salaries over all rose by more than 5 percent.

The survey is based on data collected by the Educational Research Service from more than 1,000 school districts.

Copies of "Administrative Information Report," order number 1609002, are available for $2 each from NASSP Publication Sales, 1904 Association Drive, Reston, Va. 22091.

STATES

Most Minnesota Students Transfer For Convenience, Survey Shows

Minnesota students who transferred to other school districts this school year under the state's open-enrollment plan were much more likely to do so for convenience than for academic reasons, a state study shows.

The 31-page report, prepared by the research department of the state House, shows that nearly 40 percent of the 1,234 students who gave a reason for transferring said they were doing so either because a school in a neighboring district was closer to home or because it had a day-care program. Twenty percent said they were transferring for academic reasons, and 6 percent said they changed schools for athletic, extracurricular, or social reasons.

Other students sought a better general school environment, and still others were continuing in other districts under agreements that had been reached before open enrollment came into effect.

Students often transfer to meet a need that is not related to academics, said Peggy Hunter, open-enrollment specialist in the education department. And such a reason, she said, "is every bit as important a reason as academics, because the curriculum is not that different from one district to another at this point."

Furthermore, she said, "if what happens as a result of student transfers is that school districts begin to revise their curricula," then this type of choice program is promoting reform.

The survey revealed that student participation in the program is still very limited: less than one-half of 1 percent of the total state K-12 student population is in the program. Furthermore, few districts show much change in enrollment: Only 12 of the 343 participating districts experienced more than a 5 percent change.

The state education department is currently conducting its own three-year study of open-enrollment options.

■ **Approximately one in five North Carolina school systems failed to meet statewide accreditation standards during the trial year of a new program designed to gauge schools' performance,** a state survey shows.

Based on data from the 1988-89 school year, 26 of the state's 134 school districts failed to meet the standards for performance, as measured by such indicators as student test scores, attendance, and dropout rates. An additional five districts failed to meet the "opportunity standards"—criteria for course offerings, class size, food service, and transportation.

"The percentages are about what we thought would occur," said William J. Brown Jr., director of the education department's division of accountability services. He noted that the trial run will benefit school systems if they "begin working on their deficiencies now in order to meet accreditation standards in time for the next survey, which will be for real."

Currently, 25 districts are being reviewed by officials from the department to see whether they meet standards this year, said Mr. Brown, and 25 more will be reviewed each year until all 134 districts have been surveyed.

To be accredited, districts must meet a minimum of 75 percent of the performance and opportunity standards developed by the state board of education.

■ **Mississippi's state universities must take further steps to desegregate, a federal appeals court has ruled.**

By a 2-to-1 vote, the U.S. Court of Appeals for the Fifth Circuit ruled Feb. 6 that "vestiges of de jure segregation permeate the public-university system" of the state. Racial imbalances in state universities have continued, the court said, since 1962, when the University of Mississippi was forced to admit its first black student.

For black students and historically black colleges in the state, the ruling said, "admissions policies, the racial composition of the faculty and administration, funding practices, academic offerings and mission designations all perpetuate a stigma of inferiority."

The appeals court was ruling on a suit brought by black citizens in 1975. The court sent the case back to Federal District Judge Neal B. Biggers Jr., who had dismissed the suit in 1987, and ordered him to develop a plan to desegregate the state's eight public universities.

The state is expected to ask the appeals court to reconsider its ruling. If that fails, state officials say, they may decide to appeal the ruling.

Anita & Steve Shevett

ON FILM—Four Deer River, Minn., teachers are the subject of an upcoming television special. From left, bottom row, Dennis Peterson, Janet Kocak, Yvonne Wilson, and Myrna Peterson will be played by, top row, Dan Butler, Lily Knight, Helen Mendes, and Lindsay Crouse. The syndicated movie "Reaching Out," will depict their efforts to combat racism in their school. The film, sponsored by the "Thanks to Teachers" program for honoring outstanding teachers, is scheduled to air in April.

DISTRICTS

N.Y.C. Schools Not a 'Blackboard Jungle,' Undercover Police Report

Youthful police officers who posed as students for eight months in New York City schools found relatively little drug use or violence, the city's Joint Commission on Integrity in the Public Schools announced last week.

Austin V. Campriello, chief counsel for the commission, said the five officers who attended nine high schools did not find a situation like that depicted in "The Blackboard Jungle," a 1950's movie in which teachers in the city's schools were cowed by tough teenagers.

The commission, which was created in 1988 by the board of education and the Mayor's office, placed officers in schools that school officials and the teachers' union rated as the worst in terms of violence and other serious incidents.

Mr. Campriello said the officers who took part in the unusual operation, which was approved by the board last year, found beer and marijuana use, but not much other substance use in schools, and saw few weapons. There was also no evidence of school-based gang activity, he said.

One officer, however, was threatened by a knife-wielding student, who eventually was transferred to another school. "The situation was much better than we expected," Mr. Campriello said.

■ **Milwaukee officials are developing a plan to guarantee college admission to students who graduate from the city's high schools with at least a C-plus average.**

The so-called Milwaukee Guarantee was announced this month by Mayor John O. Norquist, but few details of the plan have been worked out. The city's effort is the latest in a series of government and business projects nationwide aimed at guaranteeing college access to students who meet prescribed academic goals. Boston, Detroit, and Baltimore, among other cities, have similar programs.

A committee of government, education, business, and labor leaders began meeting last week to start working out the Milwaukee proposal. The Mayor has said he will seek contributions from the business community to avoid a major increase in public spending for the project.

■ **Year-round schooling is not a solution to overcrowding,** the San Diego school board has decided.

Board members voted against further promotion of the concept Feb. 6, less than 24 hours after their counterparts in Los Angeles had voted to endorse a districtwide year-round calendar.

Slightly more than one-quarter of San Diego's 67,000 public-school students currently attend year-round schools. Next fall, four schools will be taken off year-round schedules, and the district will embark on a $2-million program to construct portable classrooms.

The district first began implementing a year-round calendar in 1988 as a response to overcrowding. Board members said they voted to reverse that trend because teachers were dissatisfied with the arrangement.

■ **The Orange County (Fla.) School Board discriminates against minority middle-school students,** an organization of black citizens has charged in a federal suit.

The Committee of Organized Groups filed a class action in U.S. District Court for the Middle District of Florida this month charging that the needs of black and Hispanic children are being neglected.

The suit charges specifically that the district is failing to take black-American dialects into account in its teaching and evaluation, causing many black students to fall behind in their studies.

It asks that the district be required to develop individualized education plans for black middle-school students, who account for 24 percent of the district's 22,000-student middle-school enrollment.

James Schott, superintendent of schools, has argued that writing individual plans for such a large number of students would be costly and cumbersome. Denying the charges of discrimination, he said: "We share everyone's concern and interest in providing quality education for all students."

The district currently evaluates kindergartners and new students up to 3rd grade and places them in classrooms according to their needs, district officials said.

■ **The New York State School Boards Association is suing the state of New York over the creation of a school district to serve handicapped students from a Hasidic Jewish community.**

The Kiryas Joel district was created last year by the legislature as a solution to the problem of educating handicapped children from the strictly Orthodox Jewish sect, whose parents did not want them mingling with students from nearby public schools.

The parents had unsuccessfully sought to have the nearby Monroe-Woodbury school district provide separate special-education services for the approximately 200 handicapped students of the village. The village's other pupils attend private religious schools.

The school-boards association filed suit last month in the state supreme sourt in Albany, saying that the state would violate the First Amendment's establishment clause by allowing a religious group to form its own public school district.

The association also contends the Jewish district violates the state constitution and unlawfully segregates disabled children.

■ **The parents of a 6th-grade student killed in a school-bus accident near Boulder, Colo., last year have settled a suit against the district out of court for $45,000.**

Kevin Swenby, age 11, died, and 21 other Whittier Elementary School students were injured when their bus skidded off a mountain highway while returning from a field trip. Authorities blamed badly adjusted brakes and driver error in the accident.

The award to Paul and Rose Swenby was the maximum amount allowed under state law, school officials said.

The parents of eight other children injured in the accident have notified the Boulder Valley School District that they intend to sue.

Under state law, the district can be liable for a maximum of $400,000 in connection with the incident. The district also paid all medical expenses for the injured children.

DIMENSIONS

Children and Money

Children today are earning more money—and saving more of it—than ever before, according to research by a marketing professor at Texas A&M University.

Dr. James McNeal has conducted surveys of children's income since 1969. His latest survey, of 1,330 children ages 4 to 12 from 1,018 households in the Southwest, was conducted late last year.

Over all, the children surveyed had an average weekly income of $4.42, or $229.84 a year. Of that, they spent an average of $3.07 and saved $1.35 a week, or $159.64 and $70.20, respectively, a year.

In the past, children's rate of savings had been about 15 percent, Dr. McNeal found; today, the figure is closer to 30 percent.

In national terms, Dr. McNeal concluded, that means an annual income of some $8.6 billion a year, an increase of 46 percent over the past five years. Of that figure, children spent $6 billion and saved $2.6 billion.

Four-year-olds had the highest rate of savings (53 percent). The lowest rate was for 7-year-olds (17 percent).

More than half (53 percent) of the children's income came from allowances. The rest came from household tasks (15 percent), gifts from parents (15 percent), work (12 percent), and gifts from others (5 percent).

Age	Income	Expenditures	Savings	Rate of Savings
4	$1.78	$0.83	$0.95	53%
5	1.98	1.31	0.67	34
6	2.71	1.98	0.73	27
7	3.12	2.59	0.53	17
8	3.41	2.66	0.75	22
9	4.83	3.20	1.63	34
10	4.88	3.28	1.60	33
11	7.69	5.05	2.64	34
12	9.83	6.90	2.93	30

UPDATE

■ **Thousands of teachers in Washington State staged one-day walkouts and demonstrations last week to protest Gov. Booth Gardner's decision not to use part of the state's huge budget surplus for teacher pay raises.**

According to the Washington Education Association, which represents the majority of teachers in the state, about 13,000 teachers in 29 school districts in the western part of the state walked off the job on Feb. 13. Another 10,000 staged after-school rallies, parades, and other demonstrations.

Teachers also distributed more than one ton of peanuts in packages bearing the slogan "Good teachers don't work for peanuts."

The controversy over teacher pay raises arose in December after Mr. Gardner unveiled his plans for spending a $611-million budget surplus. *(See Education Week, Jan. 10, 1990.)* Average teacher salaries in the state have dropped from 4th in the nation in 1981 to 21st this year, and teachers contend some of the budget surplus should be used to give them raises.

■ **A Jefferson County, Colo., administrator faces criminal charges for allegedly failing to report a teacher who stands accused of slapping a student.**

Robert M. Lopez, assistant principal of O'Connell Junior High School in Lakewood, is charged with a misdemeanor for not reporting to authorities the abuse allegedly inflicted by Roxanne Snell, an English teacher at the school. Ms. Snell, who has been charged with misdemeanor child abuse, is accused of using more than reasonable force to break up a fight at the school last November.

Mr. Lopez is the sixth educator in the district to be charged under a state law requiring school officials to report suspected child abuse. In November, a grand jury indicted five educators on charges of not reporting the alleged sexual abuse of a student. Since that time, the county social-service agency has been flooded with calls from school employees reporting alleged abuse. *(See Education Week, Feb. 7, 1990.)*

■ **The Cleveland school board has filed suit against the state to win back authority over the district's lawyers.**

Last May, the state invalidated a board requirement that the district's legal department report only to the board, rather than to the district superintendent, Alfred D. Tutela.

Mr. Tutela and the board are embroiled in a long-running dispute over his performance and the general state of affairs in the troubled district, which is under a court order to desegregate its schools. *(See Education Week, Feb. 7, 1990.)*

The board's suit, filed late last month in federal district court in Akron, argues that the state exceeded its authority in allowing the district's lawyers to report to Mr. Tutela. The board and the state are co-defendants in the desegregation case.

It was unclear last week if the suit would affect prospects for a settlement between Mr. Tutela and the board, or increase the possibility of a state takeover of the district.

Never Under the Weather

Given that there's 31 feet of snow on the ground, Superintendent of Schools Harry Rogers can justifiably boast that the weather has not forced him to cancel a single day of classes for the 800 students of the Valdez (Alaska) City Schools.

And although this winter's snowfall is, thus far, just one foot shy of the local record, Mr. Rogers says that in his three years as superintendent in Valdez he remembers only two weather-related closings, including the time that 70 mile-per-hour winds roared down out of the glaciers surrounding the town.

Residents and city services are accustomed to coping with extreme weather, he says. In a "compact town" like Valdez, he notes, children generally live close enough to school that the elements don't often keep them away.

This winter, that held true even when 47 inches of snow fell in 24 hours during the same week that 6 feet of new snow blanketed the community.

Mr. Rogers' biggest headache, he says, has been recruiting workers to shovel snow . . . from the roofs of the district's buildings.

He attributes the labor shortage to a number of factors, including the fact that the town is flush with cash this year, much of it earned by the workers who helped clean up Prince William Sound after the oil tanker Exxon Valdez struck a reef last March and spilled much of her cargo there.

The law of supply and demand has accordingly boosted the hourly rate for snow shoveling to $16.

Mr. Rogers estimates that it may cost as much as $100,000 to keep roofs clear of snow this year, a figure that is two to three times the normal rate.

And leaving the snow to melt in the spring thaw, which could be at least three months away, definitely is not an option.

District officials estimated that, at its peak, the snow was exerting a crushing pressure of approximately 90 pounds per square foot on the flat roofs.

At some point, Mr. Rogers says, "We went from saying, 'We'd better start shoveling', to 'My God, we've got to start shoveling!' " —P.W.

Correction

In the Jan. 17 Dimensions, an incorrect figure was reported for the average starting salary of graduates with a degree in chemical engineering. The estimated average salary is $33,380, a 3 percent increase over the 1989 figure.

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Survey Reveals Wide Latitude in Reporting Abuse

Reconsider Mandates, Report Urges States

By Robert Rothman

Finding that a substantial number of educators and health-care professionals regularly violate state laws by deciding not to report some cases of suspected child abuse, a federally funded report urges states to re-examine statutes mandating the reporting of all such cases.

The study, conducted by the RAND Corporation for the National Center on Child Abuse and Neglect of the U.S. Department of Health and Human Services, found that mandatory-reporting laws have "resulted in enormous increases in the numbers of reports being made to protective agencies."

But nearly 40 percent of the principals, child-care providers, physicians, and counselors surveyed for the study indicated that personal discretion had guided them in at least some cases and they had failed to report suspected abuse even though the statutes required them to.

"The laws have been effective in getting a lot of people to report a lot of abuse," said Gail L. Zellman, a psychologist at RAND who conducted the study along with Robert M. Bell. "But there is a growing concern about requiring people to report to child-protective services, which appear to be less and less capable of handling them."

Ms. Zellman noted that educators, more than any other group, have been prosecuted for violating mandatory-reporting laws. In recent months, for example, teachers in Georgia and in Jefferson County, Colo., were arrested in connection with failing to report cases of suspected abuse, although charges in the Georgia case were later dropped.

Rather than continue to prohibit educators from using their professional judgment, she suggested, states should consider training them to detect signs of abuse and neglect and allowing them to use their discretion in reporting cases.

"Our evidence shows that it is the more knowledgeable people who are doing that

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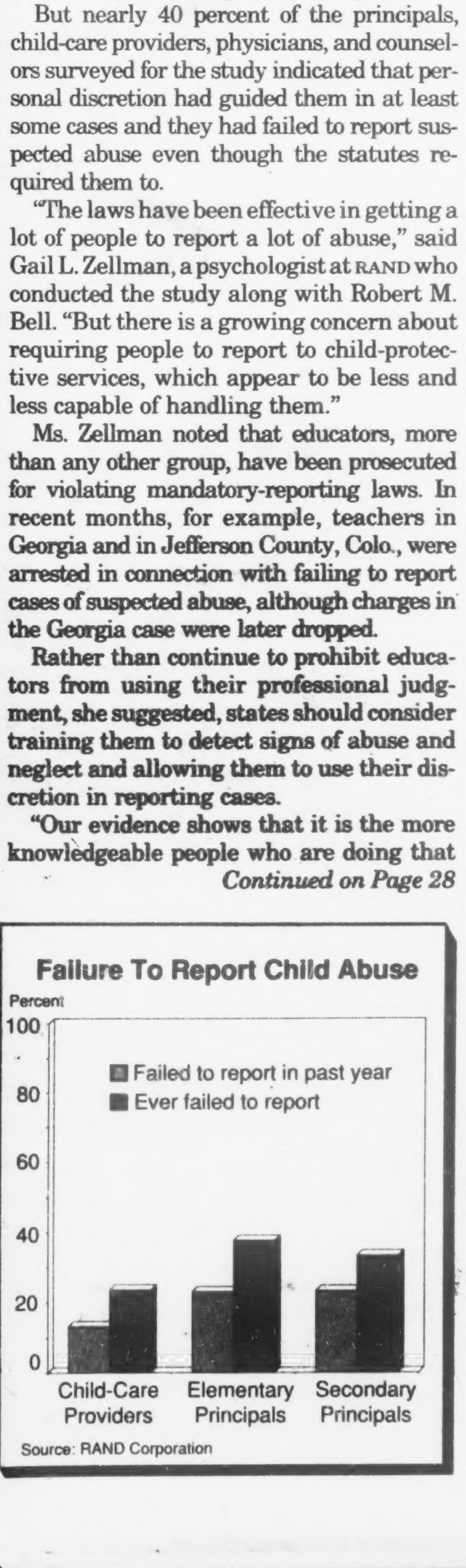


Source: RAND Corporation

Goodlad on Teacher Education: Low Status, Unclear Mission

By Lynn Olson

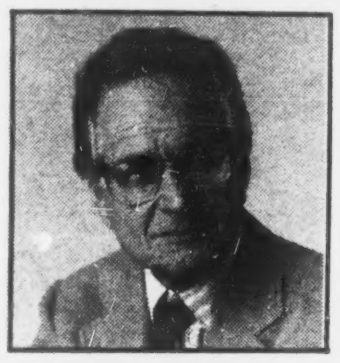
CHICAGO—Initial findings from one of the most comprehensive studies of teacher education ever conducted in the United States reveal an enterprise suffering from low status, unstable leadership, and an increasingly narrow and technocratic view of teaching.

The preview of *Teachers for the Nation's Schools*—an in-depth look at 29 representative teacher-training institutions—was presented here last week by John I. Goodlad, the book's author.

Mr. Goodlad is outgoing president of the American Association of Colleges for Teacher Education, which met here Feb. 21-24. He is most noted for his landmark 1983 study of education, *A Place Called School*.

During his keynote speech, the University of Washington researcher declined to discuss the recommendations in his forthcoming book, which is scheduled to be released this fall.

But he suggested that circumstances are ripe for major reforms in schooling and in the education of educators.



John I. Goodlad

"This appears to be the only time in history," he asserted, "when the reform of our schools and the reform of teacher education are being joined."

Nonetheless, Mr. Goodlad described

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In Chapter 1 Reviews, 9 Percent of Schools Failed to Meet Student-Achievement Goals

By Julie A. Miller

WASHINGTON—About 9 percent of all Chapter 1 compensatory-education programs last year failed to meet student-achievement standards required under a new federal law and have been targeted for improvement efforts, surveys by the Education Department and a Congressional committee have found.

According to the studies, a majority of states and school districts have set the lowest possible standard, and have targeted only those programs in which average student achievement has remained stagnant or declined. Moreover, the proportion of programs slated for improvement varies widely from state to state.

"I truly hope more of them will have the courage to set higher standards," said Mary Jean LeTendre, the Education Department's director of compensatory-education programs. "Being identified for program improvement should be seen as an opportunity, not a stigma."

Ms. LeTendre predicted that states and districts will raise standards for their Chapter 1 programs as they grow more comfortable with the new federal requirements, and at least a handful of state and local officials agree.

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N.C. Board Sues To Block the Use Of 'Channel One'

Districts Fear Policy Limits Their Autonomy

By Mark Walsh

The North Carolina Board of Education last week touched off a potentially divisive battle over state control of local school policies by suing a district for its decision to sign up for Whittle Communications' "Channel One" televised news program.

The board also voided contracts between Whittle and some 90 schools in approximately 30 other districts in the state that had agreed to participate in the controversial advertiser-supported program for students.

The state's prohibition of Channel One has angered some local superintendents, who contend that its action runs counter to the spirit of a 1989 reform law intended to give districts more freedom from state regulation.

"We certainly think the issue is much greater than just Channel One," said Ronald B. Singletary, superintendent of the Thomasville school district, which was sued for accepting the program a week after the state board passed an emergency rule barring any additional districts from doing so.

The board's decision to challenge all of Whittle's contracts in the state represented a marked escalation of its campaign against the program.

Board members acted after concluding that the participating districts were illegally and unconstitutionally delegating "the authority for selecting the curriculum for North Carolina public schools to an outside commercial corporation," said Glenn Keever, a spokesman for the panel.

Continued on Page 21

Loan-Forgiveness Programs for Teaching Seen as Key Policy Tool

By Ann Bradley

In the three years since the North Carolina Teaching Fellows program was created to attract brighter students into teaching, more than 1,200 scholarship loans have been awarded to students who are expected to repay the state by teaching in public schools.

Although the first class of fellows will not graduate from college until next spring, the Public School Forum of North Carolina believes the program has met its goal of attracting better-quality students into teaching.

For example, officials of the public-private policy group say, the Scholastic Achievement Test scores of the teaching fellows have averaged more than 275 points above the average state score of 836.

And they point to the fact that more than 1,750 applicants are vying for the 400 new scholarships that will be awarded this spring as evidence of the program's competitiveness.

The North Carolina program is considered the most ambitious of the many state loan-incentive programs for teachers—in part because of a unique enrichment component that includes field trips and intensive support for students. But officials in several other states said in interviews last week that their programs also have provided a mechanism to influence their teaching workforces, if in limited ways.

For example, the programs have assisted teachers working in areas of critical need, they said, and they appear to have prompted beginning teachers to stay in the profession during the difficult first years.

Arthur E. Wise, director of the RAND Corporation's Center for the Study of the Teaching Profession, also suggested that

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The anti-cigarette forces are matching advertising with tough political stances.

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Virginia tries to raise its age for starting school by making a notable policy exception.

IN SUMMARY

Drug Plan Launched
In what may be the largest private effort of its type ever undertaken, the Robert Wood Johnson Foundation has begun the first phase of a $27-million initiative to reduce the demand for illegal drugs. **Page 8.**

No Strike in Utah
Utah teachers backed away from their threat of a statewide strike after the legislature passed a package of pay raises and funding increases in the final hours before adjournment. **Page 16.**

Governors Meet on Goals
The nation's governors were expected early this week to give final approval to a set of national education goals developed through negotiations with the Bush Administration. **Page 16.**

Disability Rules Overturned
The U. S. Supreme Court last week struck down federal regulations that prevented hundreds of thousands of disabled children from receiving Social Security benefits. **Page 24.**

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FORUM
Phonetics - Spelling -
"Whole Language":
Can We Put Them Together for
the Best of Both Worlds?
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CONVENTIONS IN PRINT
An Education Week guide to the annual convention of the Association for Supervision and Curriculum Development in San Antonio, Texas.
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ACROSS THE NATION

NATIONAL

Percentage of Freshman Athletes Failing To Meet Prop. 48 Increases

For the second straight year, the percentage of college freshman athletes who failed to qualify academically under Proposition 48 has increased, according to figures released last week by the National Collegiate Athletic Association.

Colleges in the N.C.A.A.'s division I, the top athletic division, enrolled 584 "partial qualifiers," who represented 6.5 percent of the total athletic scholarships given to freshmen at those institutions. The proportion was up from 1988, when 5.1 percent of all scholarships went to partial qualifiers, and 1987, when the figure was 4.7 percent.

Partial qualifers are freshman athletes who did not meet the core curriculum or test-score requirements of Proposition 48, but who earned a 2.0 or better grade point average in high school. They must sit out their freshman year of athletic eligibility.

The survey showed that 66 percent of all partial qualifiers in division I were black. Critics of the policy say standardized college-admissions tests, used as one basis for qualification, are biased against blacks, thus causing a disproportionate number of blacks to fail to meet the standards.

Test scores were once again the major stumbling block for most partial qualifiers. In 1989, 85.4 percent of partial qualifers failed to achieve the minimum score of 700 out of 1,600 on the Scholastic Aptitude Test or 15 out of 36 on the American College Test.

STATES

Investigation of Milk Bid-Rigging Expands in Kentucky Schools

More than two-thirds of Kentucky's school systems are potentially affected by an investigation into the rigging of bids by milk suppliers, according to state officials.

A spokesman for state Attorney General Fred Cowan said a civil investigation into allegations that milk suppliers conspired to rig their bids for school milk contracts could affect 120 school districts and involve large sums of money. The U.S. Justice Department also is investigating the charges.

Last October, G. Maurice Binder, a former sales manager for Flav-O-Rich Inc. in London, Ky., pleaded guilty in federal court to helping rig bids in sales to school systems in the south-central region of the state. He agreed to cooperate with federal authorities in an ongoing investigation of alleged bid-rigging in Kentucky and Tennessee.

Similar state and federal investigations have led to convictions or civil settlements against milk and bread contractors in Florida and Georgia. At least 10 states in the South and Midwest are investigating allegations of price-fixing in school milk contracts.

■ **Kansans continue to give their schools and teachers high marks**, a statewide opinion poll has found.

About two-thirds of the 901 adults questioned said they would assign a grade of A or B to the state's public schools and teachers. Both responses are much higher than results found in a national Gallup Poll last year.

The poll, which the Teachers College of Emporia State University has conducted six times since 1980, also found that 44 percent of the respondents named alcohol and drug abuse as the number one problem in the schools. Discipline problems came in second.

Ex-U.S. Commissioner Keppel Dies

Francis Keppel, the U.S. Commissioner of Education during the Kennedy and Johnson Administrations, who helped spearhead passage of the landmark Elementary and Secondary Education Act of 1965, died Feb. 19 of cancer at Harvard University's Stillman Infirmary. He was 73.

Francis Keppel

Mr. Keppel, who at the time of his death was a senior lecturer at the Harvard graduate school of education, also served as dean of the school for 14 years and helped develop its international reputation for scholarly excellence.

More recently, he helped shape education policy as director of education programs for the Aspen Institute of Humanistic Studies, and as an adviser to libraries, art centers, the World Bank, and developing nations.

During his tenure as commissioner from 1962 to 1965, and as assistant U.S. Secretary of Health, Education, and Welfare for Education from 1965 to 1966, Mr. Keppel was known as an advocate of federal aid to educationally disadvantaged children.

He also helped enforce the Civil Rights Act of 1964 in education programs and was instrumental in the creation of the National Assessment of Educational Progress.

"Frank helped lead the country toward a more effective definition of what constitutes equality of educational opportunity," said Harold Howe 2nd, senior lecturer at Harvard's education school and another former U.S. Commissioner of Education. "We still have work to do under that heading, but the progress of the last 25 years is in no small part attributable to Frank Keppel."

The son of a leading educator, Frederick P. Keppel, who was dean of Columbia College and president of the Carnegie Corporation, Francis Keppel earned a bachelor's degree at Harvard and studied sculpture for a year in Rome before returning to his alma mater as assistant dean of Harvard College.

In 1948, then-President James B. Conant of Harvard appointed Mr. Keppel, then 32, dean of the education school, where he served until 1962. As dean, Mr. Keppel developed experimental programs in team teaching, educational television, and curricular reform. He also promoted the Master of Arts in Teaching program, which provided liberal-arts graduates interested in teaching with a year of professional training and internship experience.

Derek Bok, president of Harvard, said Mr. Keppel "transformed the school of education from a neglected part of the university to one that drew educators from all parts of the world for leadership and innovative ideas." —R.R.

DISTRICTS

Milwaukee May Abandon Magnets For 'Controlled Choice' Plan

Milwaukee school officials, who preside over one of the oldest and most widely studied magnet-school plans in the nation, are considering scrapping that system in favor of a "controlled choice" student-assignment plan similar to those implemented this year in Boston and Seattle.

The "controlled choice" plan, which was proposed to the board of education earlier this month, is designed to address both the inequities and confusion that have arisen as the number of magnet and specialty schools in the district has grown, officials said.

Twenty-two of the district's schools that have remained predominantly black under the current desegregation plan are expected to become integrated for the first time under the new plan, if it is adopted.

The new plan would eliminate traditional neighborhood school assignments, and require all students to choose schools located in one of two large attendance zones. It also aims to reduce total busing costs, decrease the disproportionate burden of transportation on black students, and create a mechanism for "school based" improvements in schools that fail to attract racially balanced enrollments.

In an effort to avoid the implementation problems that have plagued "controlled choice" plans in other cities, the authors of the plan have recommended that assignments under the new plan not begin until the 1992-93 school year, after extensive staff and community training and a balancing of educational offerings in the two zones are completed.

The plan has the backing of the superintendent, Robert S. Peterkin, former superintendent of schools in Cambridge, Mass., which pioneered the "controlled choice" concept. The Milwaukee board is not expected to act on the proposal before April.

Teachers, Students in Louisiana Protest Firing of Black Official

Large numbers of teachers and students in the St. Helena Parish of Louisiana boycotted classes last week to protest the local school board's decision not to renew the contract of Perry Spears, the district's black superintendent.

About 75 percent of the student body, or 1,400 students, and half the teaching force staged the weeklong boycott and several protests and rallies to register their dissatisfaction with the board, which has refused to reveal its reasons for dismissing Mr. Spears.

The situation began drawing national attention late last week in the wake of a similar situation in Selma, Ala. *(See Education Week, Feb. 21, 1990.)*

DATABANK

Estimated Statistics for Public Schools, 1989-90

State	Student Membership	Number of Teachers	Revenues (in thousands)	Current Expenditures (in thousands)	Pupil/ Teacher Ratio	Per Pupil Revenue	Per Pupil Expenditure
Alabama	728,254[1]	39,026[1]	$2,367,000	$2,200,000	18.7	$3,250	$3,021
Alaska	109,028[1]	6,482	815,922	808,060	16.8	7,484	7,411
Arizona	597,101[1]	32,993[1]	2,695,931	2,185,384	18.1	4,515	3,660
Arkansas	449,106[1]	26,889[1]	1,178,554[2]	1,087,987[2]	16.7	2,624[2]	2,423[2]
California	5,079,934	216,432[2]	22,967,763[2]	22,308,738[2]	23.5[2]	4,521[2]	4,392[2]
Colorado	526,686[1]	31,600[1]	2,796,511	2,744,309	16.7	5,310	5,211
Connecticut	463,800[1]	35,900	3,290,000	3,110,000	12.9	7,094	6,705
Delaware	97,808[1]	5,891	506,290	478,763	16.6	5,176	4,895
District of Columbia	88,000	6,674	547,480	547,480	13.2	6,221	6,221
Florida	1,772,558	104,084	9,339,830	7,763,614	17.0	5,269	4,380
Georgia	1,126,111[1]	61,097	4,070,682	3,502,136	18.4	3,615	3,110
Hawaii	169,193[1]	8,103[1]	721,880	703,920	20.9	4,267	4,160
Idaho	212,550[1]	10,500	565,000	555,000	20.2	2,658	2,611
Illinois	1,745,985	103,551[2]	7,058,193[2]	7,560,057[2]	16.9[2]	4,043[2]	4,330[2]
Indiana	958,350	54,625	4,410,000	3,828,000	17.5	4,602	3,994
Iowa	478,734[1]	29,890[1]	2,152,791	2,129,524	16.0	4,497	4,448
Kansas	430,862	28,403	1,992,978	1,761,851	15.2	4,626	4,089
Kentucky	630,688[1]	36,200	1,965,724	1,882,066	17.4	3,117	2,984
Louisiana	780,183[1]	45,213	2,828,901	2,435,304	17.3	3,626	3,121
Maine	213,386[1]	14,815[2]	1,103,607	1,018,702	14.4[2]	5,172	4,774
Maryland	698,806[1]	41,000	4,122,000	3,728,000	17.0	5,899	5,335
Massachusetts	818,347	58,718[1]	4,913,073	4,495,161	13.9	6,004	5,493
Michigan	1,500,000	84,250	8,777,045	7,648,551	17.8	5,851	5,099
Minnesota	692,100	43,750	3,741,000	3,315,000	15.8	5,405	4,790
Mississippi	501,772[1]	27,550[2]	1,333,534	1,342,869	18.2[2]	2,658	2,676
Missouri	807,934[1]	51,000	3,232,299	3,073,069	15.8	4,001	3,804
Montana	150,593[1]	9,715[1]	641,136	584,323	15.5	4,257	3,880
Nebraska	270,389[1]	18,339[1]	1,183,526[2]	1,137,142[2]	14.7	4,377[2]	4,206[2]
Nevada	186,834[1]	9,065	794,749	681,492	20.6	4,254	3,648
New Hampshire	167,386[1]	10,817	992,020	896,420	15.5	5,927	5,355
New Jersey	1,076,005[1]	81,092	8,773,000	7,868,000	13.3	8,153	7,312
New Mexico	284,438[1]	15,399	919,387	949,734	18.5	3,232	3,339
New York	2,572,500	178,000	19,572,000	18,402,000	14.5	7,608	7,153
North Carolina	1,078,153[1]	61,500	4,396,477	3,861,762	17.5	4,078	3,582
North Dakota	117,134[1]	6,803[1]	452,900	387,145	17.2	3,867	3,305
Ohio	1,765,300[1]	100,500	7,600,000	7,250,000	17.6	4,305	4,107
Oklahoma	580,000	35,000	1,830,000	1,760,000	16.6	3,155	3,034
Oregon	472,394[1]	25,657[1]	2,330,700	2,217,200	18.4	4,934	4,694
Pennsylvania	1,654,480	104,100	10,054,037	8,792,816	15.9	6,077	5,315
Rhode Island	135,035[1]	9,002	822,000	807,471	15.0	6,087	5,980
South Carolina	616,179[1]	35,500	2,467,895	2,191,892	17.4	4,005	3,557
South Dakota	127,115[1]	8,185[1]	470,594	465,091	15.5	3,702	3,659
Tennessee	839,860[1]	43,000	2,584,204[2]	2,716,828[2]	19.5	3,077[2]	3,235[2]
Texas	3,309,000	200,000	13,902,000	12,299,000	16.5	4,201	3,717
Utah	435,762[1]	18,384	1,280,453	1,096,242	23.7	2,938	2,516
Vermont	94,470[1]	6,950[1]	635,000	522,000	13.6	6,722	5,526
Virginia	985,749[1]	60,849	4,503,322[2]	4,408,386	16.2	4,568[2]	4,472
Washington	809,727[1]	39,807	3,583,000	3,641,000	20.3	4,425	4,497
West Virginia	328,069[1]	21,583	1,189,005	1,189,005	15.2	3,624	3,624
Wisconsin	777,359[2]	49,326[2]	4,057,736[2]	3,783,605[2]	15.8[2]	5,220[2]	4,867[2]
Wyoming	97,135[2]	6,734[2]	636,434[2]	521,892[2]	14.4[2]	6,552[2]	5,373[2]
Total	**40,608,342[2]**	**2,359,941[2]**	**$195,165,564[2]**	**$180,643,992[2]**	**17.2[2]**	**$4,806[2]**	**$4,448[2]**

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[1] Actual count

[2] Imputed

NOTE: All numbers for revenues and expenditures are state estimates unless otherwise indicated by a footnote. All numbers for membership and teachers are actual counts unless otherwise noted. Estimates for revenues and expenditures are reported as of December 1989.

SOURCE: National Center for Education Statistics

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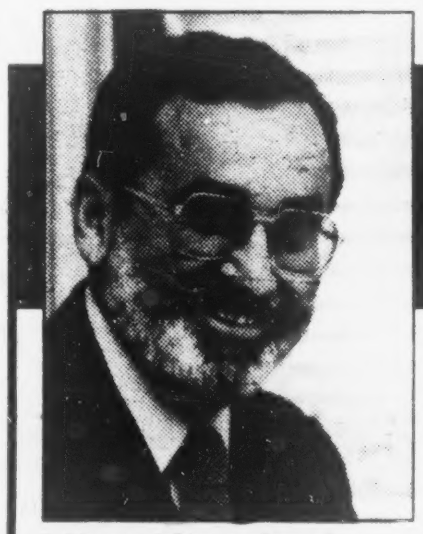

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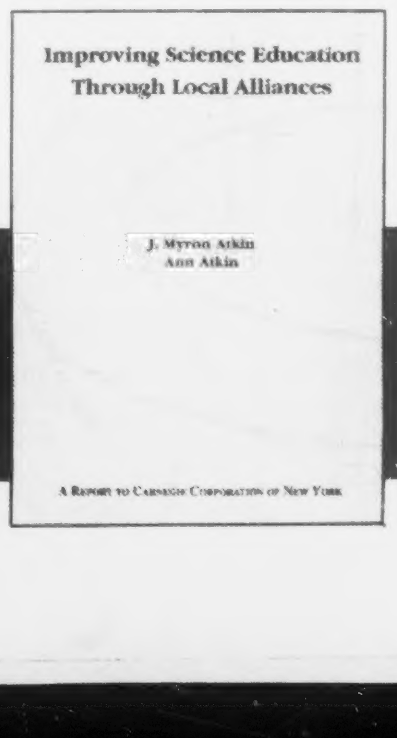
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Teaching Drawing More Candidates From Other Fields

Career Change Is Seen As Likely Explanation

By Debra Viadero

CHICAGO—Preliminary data from a national survey of teacher-training programs document dramatic increases in recent years in the number of students who are coming into teaching after first earning a degree in another field.

According to the survey, the number of students with bachelor's degrees enrolled in college and university teacher-training programs jumped by more than 200 percent from 1985 to 1988. That increase far outstripped the rise in overall enrollment for those programs, which was only 64 percent over the same period.

"When you look at the data," said Gary R. Galluzzo, an associate professor of education at Western Kentucky University who took part in the study, "you see that many of these people who already have a baccalaureate degree are also going to school part time, probably at night."

"They're people looking for a career change," he added. "They would probably say things like, 'I always wanted to to be a teacher, but when I came out of college they told me there were no jobs.' "

The enrollment data and other survey

Continued on Page 13

With Goals in Place, Focus Shifts to Setting Strategy

Some Worry Objectives Are Vague, Unrealistic

By Lynn Olson

Now that the President and the governors have adopted a set of national education goals for the year 2000, the question becomes: Can they deliver?

"The governors have basically agreed, whether they recognize it or not, to hold their own feet to the fire," said Thomas H. Kean, the former Governor of New Jersey.

NEWS ANALYSIS

The package of six goals and 21 objectives embraced by the governors at their mid-winter meeting last week is nothing if not ambitious. Observers used words like "audacious" and "breathtaking" to characterize the distance between where the United States now stands in education and where the governors hope to go.

David T. Kearns, chief executive officer of the Xerox Corporation, captured it best when he described the governors' agenda as the equivalent of a "national crusade" in education.

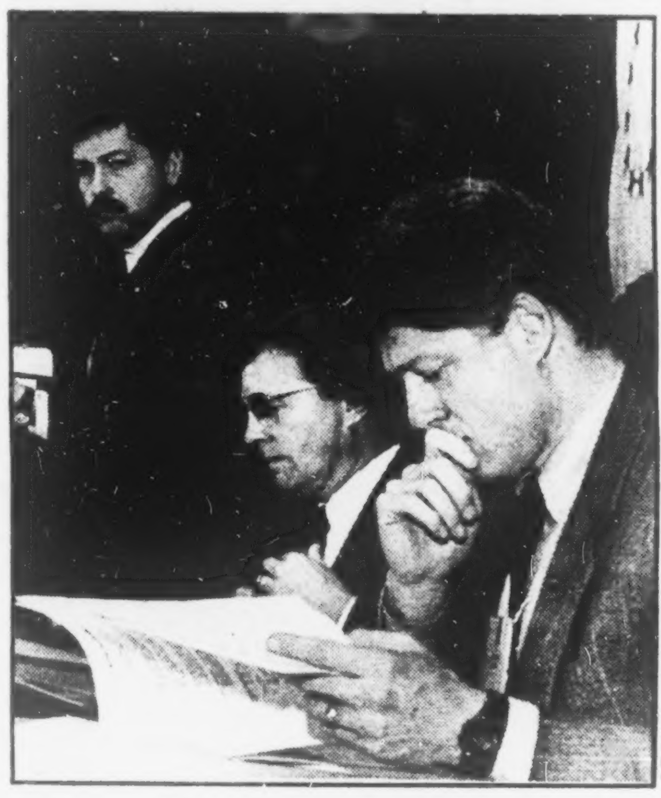
Like a crusade, it embraces a distant and lofty vision. Some goals and objectives remain vague, unrealistic, or unmeasurable.

For example, few think that U.S. students will be first in the world in math and science achievement by 2000, when they currently rank last or near last on international comparisons. The statement about adult-workforce preparedness is sketchy. And there are no good definitions of terms like "dropout" and "school readiness," let alone a way to assess them.

"This is a novel experience for everybody, the governors included," noted Denis Doyle, a senior fellow at the Hudson Institute. "It's not surprising that the goals tend to be a bit diffuse and overambitious."

Despite such problems, most educators agreed that the package put forward by President Bush and the governors represented a fair crack at a job that needed do-

Continued on Page 20


AP/Wide World

From left, Govs. Terry Branstad, Carroll A. Campbell, and Bill Clinton at a session during last week's National Governors' Association meeting.

Governors Aim To Make Schools '2nd to None'

By Reagan Walker

WASHINGTON—After months of difficult and delicate negotiations with the Bush Administration, the nation's governors last week formally adopted national education goals intended to make "America's educational performance second to none in the 21st century."

The consensus reached by the White House and the National Governors' Association was hailed by many as a historic occasion—the first time that all 50 governors and the President have set a joint agenda to improve the nation's schools.

President Bush called the event a "dramatic turning point for this country."

"Never before have we as a nation set such goals for education," he said following a luncheon meeting with the governors. "Never before have the nation's leaders stepped forward to say we're willing to be held accountable for this process."

The N.G.A., at its mid-winter meeting here, also adopted two policy resolutions designed to buttress efforts to help reach those goals.

Under the first resolution, the governors agreed that the goals should be disseminated to "all groups interested in improving education." The second resolution suggests that some of any "peace dividend" that becomes available through a reduction in federal defense spending be directed to education.

The national goals are the result of a pledge between Mr. Bush and the chief state executives made at the historic education summit in Charlottesville, Va., last fall. *(See Education Week, Oct. 4, 1989.)*

Many issues remain to be resolved, including how to pay for the changes needed to reach the goals, how to measure progress toward the goals, and who should be responsible for such oversight.

Though many observers here characterized the goals as challenging—some even described them as unattainable—Govs. Bill Clinton of Arkansas and Carroll A. Campbell of South Carolina, co-chairmen of the

Continued on Page 17

Texas Lawmakers Weigh Seven Plans on School Finance

By Michael Newman

AUSTIN, TEX.—The state legislature convened its special session on school finance here last week with a prayer for a miracle and predictions of a tax increase.

The tax increase, legislative leaders said, may be necessary to fully fund a new formula for financing the state's schools. In a ruling last October, the Texas Supreme Court ordered the legislature to devise a fairer method of funding schools by May 1.

The "miracle," as described by House Chaplain Gerald Mann in the invocation that opened the session, was for lawmakers who "were elected to raise money by taxing people who won't re-elect them if they do."

Many lawmakers said the debate over the school-funding formula—itself a complex topic—was sure to be complicated by political factors. Thirty-one members of the House and four senators face re-election battles in next week's primary, and so may be reluctant to vote for new taxes.

A task force on school finance formed by Gov. William P. Clements Jr. unveiled a "no new taxes" plan last week. The task force, whose members were appointed by Mr. Clements, Speaker of the House Gib Lewis, and Lieut. Gov. William P. Hobby, calls for a $234.6-million increase in state school aid in its first year.

Over all, it proposes a $4.3-billion increase over five years. It would raise the basic per-pupil allotment to $2,100 by the end of that period, up from the current level of $1,477.

Six other plans to create an equitable school-finance system were being discussed around the Capitol last week. Four involved some sort of tax increase, although only one recommended a specific tax plan.

Speaker Lewis, who had earlier said he was opposed to a tax hike, indicated last

Continued on Page 23

Blueprint for State's New School System Advances in Kentucky

By Reagan Walker

A Kentucky task force last week finished work on a blueprint for the top-to-bottom restructuring of the state's precollegiate education system.

The panel offered its recommendations for reform of the financing, governance, and curriculum of the schools in response to the Kentucky Supreme Court's decision in June 1989 declaring the state's entire educational system unconstitutional.

Among the changes urged by the panel are the adoption of a performance-based system of rewards and sanctions for schools and teachers, a complete reorganization of the education department, the creation of a professional-standards board for teachers, and the at-large election of school-board members.

The proposal also includes a controversial provision that would limit the amount that relatively wealthy districts could spend on their schools.

The plan now goes to the full legislature, which observers expect will approve it this month with some amendments.

The plan is expected to be funded over the next two years by a revenue package raising nearly $1 billion through increases in the corporate and tobacco taxes, a tax on services, and changes to make state tax rules conform with the federal tax code.

The education reforms and the taxes are expected to be joined together, so that legislators will be able to cast a single vote for or against the entire package.

The task force, which included key legis-

Continued on Page 21

Also in the news

5 **Pittsburgh's NAEP Protest**
Testing director pulls his city out of first state-level assessment.

9 **Boarding Schools Reach Out**
Enrollment declines spur a search for new student markets.

10 **'Living Contract' in Indiana**
A 12-year teacher pact aims to ensure flexibility in Hammond.

24 **E.D. To Expand Centers**
In a major change, it plans to fund 18 such research facilities.

IN SUMMARY

Serving Hispanic Youths
The Children's Defense Fund has called for a major effort to better educational services for Hispanic youths, the nation's fastest growing but most undereducated ethnic group. **Page 4.**

No Military Panacea
A new Pentagon-funded study debunks the belief that military service gives low-aptitude young adults economic and educational advantages over their nonveteran peers later in life. **Page 5.**

An Ironic Twist
The National Asssociation for the Advancement of Colored People is using a controversial Supreme Court decision it disagrees with to support a school-desegregation lawsuit in Louisiana. **Page 8.**

A Certified Dispute
The Association of Teacher Educators is the latest national group to ask the National Board for Professional Teaching Standards to rethink who is eligible for national teacher certification. **Page 11.**

A Ban on Teacher Strikes?
Hoping to end lengthy, bitter labor disputes, California's superintendent last week endorsed a bill to ban teacher strikes and impose binding arbitration in some cases. **Page 14.**

Peer Review Protected
With the two state teachers' unions hotly divided on the issue, the Ohio legislature last week agreed to modify state labor law to protect peer-review teacher-assessment programs. **Page 14.**

Chapter 1 Rule Struck
For the second time in recent months, a federal judge has struck down an Education Department rule governing the allocation of Chapter 1 aid to pupils in parochial schools. **Page 25.**

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ACROSS THE NATION

NATIONAL

Coors Establishes $40-Million National Campaign for Literacy

The Coors Brewing Company has announced that it is launching a five-year, $40-million campaign to promote literacy.

Most of the funds will be used for a public-awareness campaign that will include television, radio, and print advertisements, as well as billboard messages that will encourage the illiterate to seek help and to encourage readers to become literacy tutors.

The "Literacy—Pass it On" campaign, which will be run by the Coors Foundation for Family Literacy, has also given $250,000 to each of three national literacy groups: SER-Jobs for Progress, Opportunities Industrialization Centers of America, and the National Volunteer Literacy Campaign.

The program will also include a seven-city concert tour to be held in partnership with the MCA Music Entertainment Group. Performers are expected to include Smokey Robinson and Sheena Easton. The foundation will distribute proceeds from the tour to literacy groups.

Average Annual Salary for Teachers Now Tops $30,000, Survey Finds

The average salary for a public-school teacher in this country topped $30,000 for the first time this year, according to a national survey by the Educational Research Service.

The independent research organization said the average public-school teacher's salary increased by 5.6 percent over last year—from $29,608 to $31,278. Most of that increase, however, was offset by an inflation rate of 4.8 percent during the same period.

The highest average salaries were found in the Far West ($35,310), Mid-Atlantic ($34,689), New England ($33,964), and Great Lakes states ($33,425). Salaries fell below the national average in the Plains ($27,874), Mountain ($27,542), Southeast ($26,883), and Southwest states ($26,355.)

The average salary for public-school superintendents rose by 5.9 percent, to $75,425, up from $71,190 last year, the survey found.

STATES

Potentially Explosive Ether Removed From Four N.Y. Schools

New York officials have removed canisters of potentially explosive ether from four schools where they have been stored as emergency medical supplies since the 1960's.

The supplies were removed from Attica Central School, Attica; Lakeshore Central High School, Angola; South Louis Central School, Port Leyden; and Beaver Falls School, Beaver Falls.

The schools were among the approximately 2,000 sites nationwide equipped with materials for "packaged disaster hospitals" by the federal government more than 20 years ago. The program was designed to provide care for casualties that could result from a nuclear attack or natural disaster. The sites, which included other public buildings, were equipped with enough medical supplies for a 200-person emergency hospital. The ether included in the supplies can explode if jostled.

When the federal government discontinued the program in the early 1970's, it advised states to dispose of these potentially harmful materials. Federal officials said last week that they did not know how many schools are still storing these aging medical supplies, or how many states and local officials have removed the supplies.

New York state officials discovered the ether last month when they conducted a survey of packaged disaster hospitals. The inspections were prompted by reports that two other elementary schools were storing medical supplies that included ether. The schools were evacuated, but no ether was found.

Be Prepared, 1990's-Style

The 1980's was a period of such rapid and profound societal and environmental change that even one of the most venerable of American institutions has begun scrambling to adapt.

In an effort to keep pace with the times, the Boy Scouts of America last month unveiled a new and extensively revised *Boy Scout Handbook*.

Scouts are, of course, still urged to "be prepared." But beyond the traditional instruction in how to tie knots, use a compass, and build a campfire, the new *Handbook*, by addressing such contemporary problems as drug and child abuse and illiteracy, seeks to help boys cope with life in the 1990's.

The changes, said Lee Sneath, a national spokesman for the Dallas-based Boy Scouts of America, are part of a decade-long effort to modernize the 80-year-old organization and boost its membership, which in 1979 had fallen to 3.1 million from 4.8 million in 1972. Currently, Mr. Sneath said, the Scouts have approximately 4.3 million members, ages 6 to 20.

"As the nation's largest youth-development organization," he said, the Boy Scouts have chosen to combat five social ills that the organization terms "unacceptables": child abuse, drug abuse, functional illiteracy, hunger, and youth unemployment.

"If young people can be protected from child and drug abuse, learn to read, and be fed," he observed, "then they will be better prepared for the job market."

Reflecting this outlook, one of the more significant changes in the 645-page *Handbook* is a new 24-page insert on the dangers of child and drug abuse. Before becoming a Boy Scout, Mr. Sneath said, a boy and his parents must work through the insert and sign off on it. "We want boys today to be aware of the environment around them, and, unfortunately, today's world has child and drug abuse," he said.

The 10th edition of the *Handbook* also places additional emphasis on an "environmentally gentle" approach to camping. This "low-impact, no-trace camping," Mr. Sneath explained, instructs Scouts to leave a campsite in better condition than they found it.

And finally, beyond being written in a more "interesting and readable" manner, he said, the new *Handbook* features more than 900 color photographs of "real Scouts doing real Scouting things."

Clearly, the time has passed when Norman Rockwell's images and the prospects of outdoor adventure and merit badges were inspirational enough to lure generations of boys into the Boy Scouts' ranks. —J.W.

■ **Districts in New Hampshire would be given greater flexibility to meet standards for elementary schools**, under a plan proposed by the state board of education.

Under current rules, adopted in 1987, schools must employ certified librarians, music and art specialists, and a specified number of teachers and administrators, among other criteria, to receive state approval. The new proposal would enable schools to present a plan to the state board demonstrating that they can provide the needed services without the required staff.

"This is not an attempt to water down the standards," said Judith Fillion, director of the state department of education's division of standards and certification. "It is an attempt to allow school districts to be innovative in the ways they meet the standards."

But Marilyn Monahan, president of the New Hampshire branch of the National Education Association, called the new standards "sub-minimal," and vowed to oppose them.

"Rather than deal with the standards the board said were necessary, and how to finance them," she said, "the board said, 'Let's change the standards.' "

The board is expected to give final approval to the plan following a series of four public hearings that began last week. It would go into effect after a review by a legislative committee.

■ **The rapidly changing political landscape of Eastern Europe has prompted the North Carolina Department of Education to withdraw three now-outdated questions from its forthcoming 6th-grade social-studies test.**

The questions from the three-year-old test asked students to identify a reason why the government of Czechoslovakia is friendly to the Soviet Union; which among four countries (Albania, Cuba, the United States, and Poland) has a democratic government; and for which kind of candidates Soviet citizens are expected to vote in an election.

Written instructions for the 60-question test, which is scheduled to be administered the week of March 19, had suggested that teachers tell students to answer the questions as though the region's moves toward democracy over the past six months had not happened, according to Kay Mitchell, a spokesman for the department.

However, she said, top department officials rejected that idea, and instead decided to scrap the questions. She added that the department would also revise tests for 3rd and 8th graders, which will be administered in later years.

DISTRICTS

Decisions Not To Retain Principals In Chicago Spark Protests

Protests broke out at six Chicago schools last week after their newly created local school councils decided not to retain their current principals.

While most of the demonstrations were peaceful walkouts, students clashed with police at one school, leaving 10 slightly injured. Ten students were arrested in the incident, according to a district spokesman.

Under the 1988 state law guiding Chicago's reform efforts, councils at one-half of the district's roughly 540 schools have the option this year of dismissing their current principal and seeking a replacement. The rest of the schools will have the same choice next year.

A new survey suggests that last week's protests are an anomoly, and that most of the councils have functioned smoothly in their first months.

Only 22 percent of the nearly 700 councils members who responded to the survey agreed with the statement, "Right now, my council has serious problems getting work done."

Parents, teachers, and principals who serve on the councils overwhelmingly agreed that greater parental involvement is the most urgent need at their schools. The councils have a minimum of six parent members, two teachers, two community representatives, and the school's principal.

The survey results were published in the inaugural issue of *Catalyst: Voices of Chicago School Reform*, a journal designed as a resource for council members and others interested in the city's reform efforts.

For more information or to request a free subscription, write *Catalyst*, 332 South Michigan Ave., Chicago, Ill., 60604-9863.

■ **The Providence, R.I., school board will appeal a federal court decision banning even a nondenominational prayer during school commencement exercises.**

The board voted last month to ask the U.S. Court of Appeals for the First Circuit to review the ruling in *Weisman* v. *Lee*, in which the U.S. District Court for Rhode Island ruled in January that a prayer offered during commencement violated the First Amendment's ban against government establishment of religion.

The district had argued that the prayer was constitutional because it was nondenominational and participation was voluntary. In a similar case elsewhere, the U.S. Court of Appeals for the Sixth Circuit has ruled that nondenominational prayers are permissible if they do not favor one religious view.

■ **Nearly 2,600 New York City teachers who were hired under emergency waivers in the 1980's have not received the assistance of mentor teachers, as required under state law,** the United Federation of Teachers has charged.

In recent testimony on Chancellor Joseph A. Fernandez's proposed budget for 1990-91, union officials estimated that more than two-thirds of the city's districts and high schools have not complied with the mentoring law.

The teachers, who lack state certification, were hired to meet severe personnel shortages.

As of last September, said Susan Amlu[illegible] a union spokesman, 5,000 city teachers were eligible for mentoring assistance. Of that number, 2,600 have not received training.

"It's clearly a question of will and commitment," Ms. Amlung said. "There's been no enforcement."

Mr. Fernandez recently sent letters to several districts that have not provided the mentor teachers, reminding them of the law.

DIMENSIONS

The Urban Superintendent

The typical superintendent of an urban school district is white, over age 50, and likely to have fewer than 10 years' experience as a superintendent, according to data compiled by the National School Boards Association.

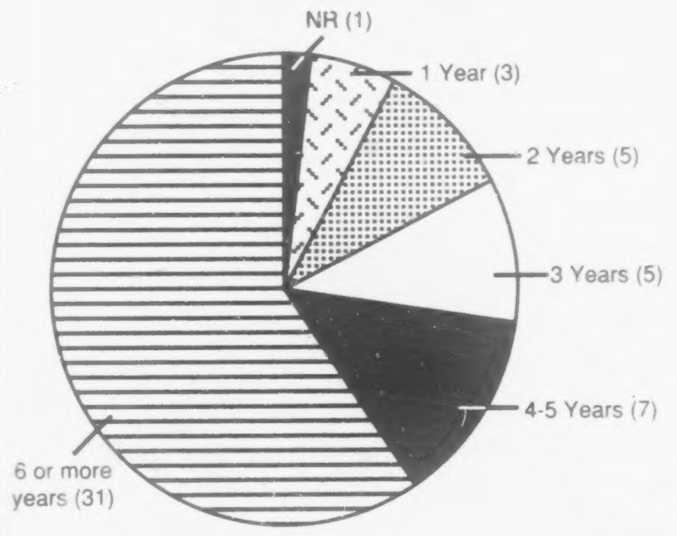
The N.S.B.A.'s triennial survey of urban districts reports that 14 of the 52 superintendents responding had a total of 1 to 4 years of experience as a superintendent in any district, and 13 had 5 to 9 years on the job. The vast majority, 36, of those who responded had been superintendent in their current district for 5 years or less, and 14 had been in their jobs more than 5 years. Twenty-seven superintendents were not in their current positions in 1986.

The average salary for an urban superintendent in the survey was $93,149, a 20 percent increase since the 1985-86 survey. Nine districts surveyed paid their superintendents more than $100,000.

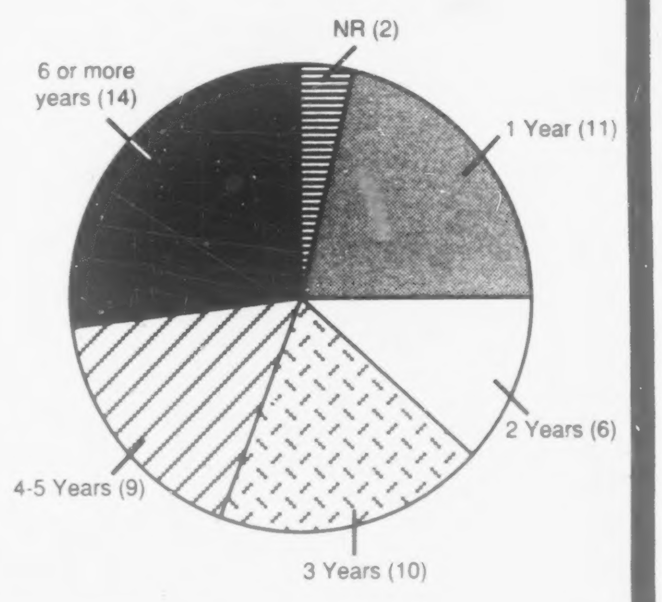
Of those who responded, 31 were white, 14 were black, 5 were Hispanic, and 1 was Native American. One superintendent was age 30 to 40, 22 were age 41 to 50, and 28 were over age 50.

Copies of the report, "A Survey of Public Education in the Nation's Urban School Districts: 1989," are available for $35 each from the Special Program Services Department, N.S.B.A., 1680 Duke St., Alexandria, Va. 22314.

Superintendent's Experience in Any District
(number of districts responding)



Superintendent's Experience in Current District
(number of districts responding)



Source: NSBA "Survey of Public Education in the Nation's Urban School Districts: 1989"

UPDATE

■ **Officials at the University of California at Los Angeles have announced plans to move ahead with a controversial proposal to turn the university's renowned laboratory school over to a local public-school district.** *(See Education Week, Jan. 17, 1990.)*

Murray L. Schwartz, the university's executive vice chancellor, announced last month that the university would "work toward a final agreement" with the Santa Monica-Malibu Unified School District on the proposal to turn the lab school over to Santa Monica.

Under the plan, the school, known as the Corinne A. Seeds University Elementary School, would essentially join the public-school system. The university, however, would continue to staff and operate the school under a long-term contract with the district.

■ **The parents of a student killed in the worst school-bus crash in Texas history have reached an out-of-court settlement for at least $2.7 million over 35 years.**

The agreement was reached with the Valley Coca-Cola Bottling Co. Inc., whose truck collided with the school bus in Hidalgo County, killing 21 and injuring 60. *(See Education Week, Sept. 27, 1989.)*

Raul and Marguerite Ortega, who lost a son in the accident, will receive lifelong monthly payments of about $4,000 that will grow to $7,000, according to their lawyer.

This is the first settlement reached between the firm and a family involved in the crash. The company faces about 50 other civil lawsuits resulting from the crash.

The driver of the truck faces 21 criminal counts of involuntary manslaughter.

■ **The Cleveland school board and the district's superintendent last week reached an agreement that will end a protracted legal standoff between the two parties and avert a threatened state takeover of Ohio's largest school district.** *(See Education Week, Feb. 7, 1990.)*

The terms of the settlement were not disclosed, but state officials had insisted that the superintendent, Alfred D. Tutela, drop a lawsuit against three current and one former board member alleging that they had violated his free-speech rights.

The board agreed to fund "reasonable attorney's fees and litigation expenses" for the superintendent, but he "will not be receiving a dime in damages," according to a written statement from Stanley E. Tolliver Sr., president of the board of education.

State officials had also demanded that the board rescind a resolution calling for Mr. Tutela's dismissal. It was not clear last week whether the board had agreed to let Mr. Tutela serve out the remainder of his contract, which expires in August 1991.

Some school-board members said that the resolution of the matter could clear the way for the district to petition for release from its long-running desegregation case, which has been one of the major issues in the dispute between the two parties.

■ **Two school districts in North Carolina have sued the state board of education over its attempt to bar public schools from using Whittle Communications' "Channel One" news program.**

The state board sued the Thomasville district for signing a contract after the state board passed an emergency rule barring districts from signing up for Channel One. *(See Education Week, Feb. 27, 1990.)*

Both the Thomasville district and the Davidson County school board sued the state board Feb. 23, seeking to overturn the board's ban on Channel One.

Meanwhile, a state administrative law judge has ruled that the state board did not have good reason to pass the emergency restriction on Channel One. The board must hold a public hearing before its adopted restrictions can go into effect, the judge said.

PEOPLE

■ Having retired from gridiron battles with his rivals in the Big Ten conference, **Bo Schembechler**, the former University of Michigan football coach, appears to have found a new opponent: the Detroit School Board.

The former coach found himself scrambling from a blitz of board criticism last month after he was quoted as saying that public schools in Detroit and Flint, Mich., suffer because their teachers come "from some place down South or some godforsaken places and schools that I've never heard of."

Kay Everett, a Detroit school-board member, expressed outrage at Mr. Schembechler's remarks, and later invited him to meet with school officials and find ways to help the schools he had criticized.

Mr. Schembechler, now the president of the Detroit Tigers, wrote letters to Ms. Everett and other educators saying that he had not intended to demean teachers in Detroit or other parts of the state. He declined Ms. Everett's invitation to go to bat for the schools, however, saying he is unable at this time to serve in a political position, a Detroit Tigers spokesman said.

■ **Jaime Escalante** caused a stir last month when reports that the renowned calculus teacher was leaving Garfield High School in East Los Angeles were splashed across the front page of the city's largest Spanish-language newspaper, *La Opinion*.

Mr. Escalante, whose success teaching calculus to disadvantaged Hispanic students was chronicled in the hit movie "Stand and Deliver," was frustrated over the decision of some students to drop calculus in favor of after-school sports or part-time jobs.

Since he first arrived at the school in 1974, Mr. Escalante has threatened several times to leave. The latest such threat, however, received unprecedented attention because of the coverage given to it by *La Opinion*.

Mr. Escalante made the decision to stay on his own, Maria Tostado, Garfield's principal, said last week, adding that she expects him to remain at the school for at least another year and a half.

Corrections

A story in the Feb. 21 issue gave an incorrect figure for AIDS cases among 5- to 19-year-olds reported last year. The correct number is 242.

The name of a member of the University of Washington research team studying teacher education was misspelled in a Feb. 28 story. He is Kenneth A. Sirotnik.

In Protest, Pittsburgh Pulls Out of State-Level NAEP

By Robert Rothman

Washington—In a dramatic gesture to protest proposed expansions of the National Assessment of Educational Progress, the testing director of the Pittsburgh school system has abruptly pulled that district out of participation in NAEP's first state-level assessment.

The pilot state-level test in 8th-grade mathematics, which got under way last month, is expected to generate the first state-by-state comparisons of student-achievement data. Pennsylvania is among the 37 states that have agreed to participate in the pilot.

But in a memorandum to the National Association of Test Directors, Paul G. LeMahieu, the immediate past president of the group, wrote that he pulled Pittsburgh out of the pilot to signal his opposition to resolutions on expanding NAEP adopted by the assessment's governing board in December.

Among other recommendations, the board agreed to urge the Congress to lift the ban on the use of NAEP tests at the school and district levels and to test students more often in key subject areas.

"I don't want to cause the collapse of the trial state-level assessment," Mr. LeMahieu said in an interview. "I want to underscore, in a dramatic way, that the board should listen to people who know how to do testing well."

"I would much prefer to discuss the merits of the proposals," he added. "I think they're seriously flawed."

"But the NAGB action precluded the possibility of discussion," the testing director said.

Chester E. Finn Jr., the governing board's chairman, called Mr. LeMahieu's action "odd, thoughtless, and petulant," and warned that it would harm people who are not the targets of his protest.

"If his pulling out spoils Pennsylvania's sample, the state of Pennsylvania would be the loser," Mr. Finn said. "It may be that the price for his action would be paid by people in Pennsylvania who would like to know how the state is doing in 8th-grade mathematics."

Mr. Finn also denied that the governing board's actions foreclosed debate over the proposed expansion of NAEP, since the Congress must act on the proposals.

> *"The [NAEP governing] board should listen to people who know how to do testing well."*
>
> —Paul G. LeMahieu

"A lot of people don't agree with some or all of our recommendations," he said. "But it was a responsible and proper action to make recommendations."

Demands for Data

The resolutions at issue were based on a governing-board staff paper, entitled "The Future of NAEP as the Nation's Report Card," that outlined ways the assessment could improve its data-gathering capabilities.

A 20-year-old Congressionally mandated project, NAEP tests a national sample of students in grades 4, 8, and 12 every two years in reading, writing, mathematics, science, and other subjects.

The 1988 law that reauthorized the assessment also authorized a pilot state-level test. In addition to the 1990 8th-grade mathematics test, the law authorized a state-level test in 4th-grade reading and in 4th- and 8th-grade math in 1992.

But the efforts by President Bush and the nation's governors to set national goals for student performance, Mr. Finn noted, have led some critics—notably Senator Jeff Bingaman of New Mexico—to question whether NAEP's current structure is adequate to meet the demands for information to monitor progress toward those goals.

To enhance the assessment, the board in December adopted resolutions recommending that:

- NAEP test at least three subjects a year, rather than every other year.
- NAEP move "as quickly as possible to full state participation in all subjects and all three grade levels."
- The Congress remove the prohibition against using NAEP items and test data at the district and building levels.
- NAEP exams be revised to include "the full range of knowledge and skills, from basic skills to advanced subject-matter knowledge and analytical, integrative skills."

In addition, the board also tentatively adopted a plan to set national standards for student performance in the subjects it tests. That proposal, which could go into effect this year, was expected to be formally adopted by the board late last week.

To Mr. Finn, the proposals for expanding NAEP represent the governing board's advice to the Congress, which must authorize any expansion and provide the funds necessary to carry it out.

On such matters, "the board is part of the public, not a decision-maker," he said. "We're a source of advice. Everyone else is, too."

But Ramsey W. Selden, director of the state education-assessment center of the Council of Chief State School Officers, said the board's action took testing officials by surprise.

'What Types of Testing?'

"Our perception was that it was the intention of the governing board in December to take the suggestions under advisement," he said. "Now they are in the position, having accepted these as changes, of working to implement them."

In fact, Mr. Selden said, "these are substantial changes to make, both politically and programmatically."

The board's resolutions also violated "the intent and the spirit" of the law that authorized the state-by-state assessment, Mr. LeMahieu charged. That law, he said, authorized only a pilot state-level test in 1990 and 1992, and required the Education Department to commission an independent evaluation of the pilot.

"The law said to try the thing for five years and carefully assess how we've done," he said.

Mr. LeMahieu also called the proposed expansion "wrongheaded," and warned that it would add additional testing burdens without providing better information on student achievement.

Such tests could jeopardize districts' efforts to develop new forms of assessment that more accurately measure student achievement and help improve instruction, he added.

"There is only a certain amount of [instructional] time I in good conscience can give over to testing," the Pittsburgh director said. "The question becomes, what types of testing, whose, and for what purpose?"

'Golden Moment'

To signal his objections to the proposals and to the way in which they were adopted, Mr. LeMahieu decided to withdraw from the state-level assessment.

"It is with disappointment I take an action like this," he said. "Theirs was a political move. That's why I responded politically."

His action may not skew Pennsylvania's results, according to officials from Westat Inc., a firm that does statistical work for NAEP. Some 90 percent of schools selected for the state's sample are participating in the assessment, including an adequate sample of urban schools from Philadelphia, the officials noted.

Moreover, Mr. LeMahieu said, "I can't swear that other states aren't skewed or biased. That's a matter for the evaluation we are all anticipating."

Mr. LeMahieu said other test directors were willing to join in his protest, but he counseled against such a move. A widespread boycott of the state-level assessment, he reasoned, could encourage the Congress to pass legislation forcing local districts to participate.

Instead, he urged the test directors to support his efforts to block the proposed expansion. Noting the national interest in holding schools accountable for student performance, he said the federal government is in a strong position to improve NAEP, rather than rush to make an inadequate test larger.

"This is a golden moment," he said. "For God's sake, let's do it well."

Doubt Cast on Effects of Military Service

By Peter Schmidt

Washington—Contrary to popular belief and some previous research findings, military service does not appear to give low-aptitude young adults any advantages over their civilian peers later in life, a new Defense Department-sponsored study asserts.

The study of the postservice experiences of veterans who had scored poorly on the Armed Forces Qualification Test found that military service provided no long-term advantages, and may have even left some veterans at a disadvantage, with lower income and education levels and higher unemployment rates than their nonveteran counterparts.

"Regardless of speculations as to 'why not,' the military doesn't appear to be the panacea for struggling youth," the study's authors conclude. "Its effects do not seem to spill over into civilian life, at least for those with lesser abilities."

"[The Defense Department] does not appear able to turn disadvantage into advantage," the researchers add. "To the extent that various 'national service' proposals have, as one of their goals, remediation through military service, such hopes may be in vain."

The new findings may influence the prospects of bills that would establish military-style national-service programs for teenagers and young adults, said Representative Lane Evans, the chairman of the House Veterans' Affairs Committee subcommittee on oversight and investigations. The Illinois Democrat held a hearing on the study last week.

Wayne S. Sellman, who initiated the study while serving as the Defense Department's director for accession policy, told the subcommittee he was "disappointed" with the report's conclusions. But added he still would have "no qualms at all" about recruiting low-aptitude youths for certain military jobs.

"School guidance counselors should realize that there are jobs in the military that these students can do," Mr. Sellman said. "[Military service] may not be a better alternative, but it is a viable alternative."

Lower Standards

The study was authorized during the mid-1980's, when the military considered lowering its standards in light of the declining number of potential recruits.

Conducted by the Human Resources Research Organization of Alexandria, Va., with the assistance of the National Opinion Research Center at the University of Chicago, the study examined samples from two separate, large groups of low-aptitude veterans. All the subjects had scored between the 10th and 30th percentiles on the Armed Forces Qualification Test, a battery of verbal and mathematics questions used to screen applicants for trainability.

The first sample consisted of 311 veterans drawn from a total of about 320,000 low-aptitude recruits who entered the military between 1966 and 1971. These recruits, who did not meet then-current standards, were admitted under "Project 100,000," a program begun by Secretary of Defense Robert S. McNamara to meet the escalating manpower needs of the Vietnam War and to assist President Lyndon B. Johnson's "War on Poverty" by improving their economic status through military service.

Compared with low-aptitude nonveterans from similar demographic backgrounds, however, these men were found to have higher unemployment rates, significantly lower average levels of education, and average incomes that were $5,000 to $7,000 less than their nonveteran peers. They also were more likely to have never married or have gotten divorced.

Of the Project 100,000 veterans who said military service had hurt their careers, more than 25 percent cited physical problems and another 25 percent emotional problems as the harmful effects of service.

The second sample of 326 men came from a population of more than 300,000 low-aptitude veterans admitted between 1976 and 1980 as a result of a scoring error on the enlistment screening test.

These veterans were statistically no different from their low-aptitude nonveteran peers in employment status, occupational category, and average income. They were, however, found to have acquired significantly less formal education and were more likely to be divorced or dissatisfied with their jobs.

Military Service and the Disadvantaged

	Project 10,000 Veterans	Low-Aptitude Non-Veterans
Highest level of education completed	(figures in percentages)	
Less than high school	27.3	24.0
High school	54.9	49.4
Some college	14.1	16.7
College	3.6	9.9
Employment Status		
Full-time	85.5	90.8
Unemployed	11.1	8.4
Household Income		
Under $20,000	44.0	37.1
Over $20,000	56.0	62.9

SOURCE: Human Resources Research Organization

Conflicting Data

The Defense Department findings conflict with previous studies that have shown military service to provide long-term advantages to the overall veteran population. They also contradict the findings of a study of 477 veterans from Project 100,000 undertaken in the early 1970's.

In that study, researchers from the Air Force Human Resources Laboratory found low-aptitude veterans who had been out of the military for three years to be better off than their peers in terms of education, employment, income, and job skills.

William E. Beusse, a research psychologist who conducted the previous Project 100,000 study, last week defended his findings before the Veterans' Affairs subcommittee. He said the new study, conducted 10 to 20 years after most of the veterans had been discharged, may have been less accurate in its selection of a control group.

Mr. Beusse also noted that recent developments in Eastern Europe are leading to a decline in the military's manpower needs. "When the services go through a period of retrenchment," he said, "they tend to raise the standards for enlistment and retention and screen out low-aptitude men."

Nancy M. Pinson-Millburn, assistant executive director for the American Association for Counseling and Development, whose membership includes more than 14,000 school counselors, said few, if any, counselors today would steer low-aptitude students toward careers in the military.

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Trial To Examine Louisiana Aid to Religious Schools

E.D. Programs Cited In '85 Federal Lawsuit

By Mark Walsh

The constitutionality of Louisiana's wide-ranging program of state aid to church-affiliated schools will be tested in federal court beginning next week, some five years after a suit challenging the unusual system was filed.

At issue in the case, scheduled to go to trial March 26 before U.S. District Judge Frederick Heebe of New Orleans, are such forms of assistance to religious schools as free bus transportation, reimbursement for state-mandated administrative tasks, free library books, and the provision of special-education teachers.

That range of aid goes beyond that provided to nonpublic schools by any other state, according to Lee Boothby, general counsel for Americans United for Separation of Church and State, a Washington-based lobbying group that is backing the suit.

"The cumulative effect of all these programs," he argued in an interview last week, "is that there is the funding of both a public and separate parochial school system by the taxpayers."

Those practices, the suit charges, violate the First Amendment's ban on state establishment of religion.

In addition to challenging the Louisiana programs, the lawsuit aims to halt the provision of federal aid to religious schools under the Chapter 1 and Chapter 2 programs.

Defendants in the suit, which was brought by two mothers of public-school students, include the U.S. Education Department and Secretary of Education Lauro F. Cavazos, as well as state and local education agencies and officials.

Supporters of the Louisiana system argue that the services provided to religious schools do not entangle church and state to an unconstitutional degree. Rather, they say, the programs provide taxpayers who choose to send their children to such schools with some benefits for the school taxes they pay.

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Head of Alabama Teachers' Union Tests Power in Governor's Race

By Debra Viadero

Debra Viadero/Education Week

Paul R. Hubbert is one of five candidates in the Democratic primary for governor.

MONTGOMERY, ALA.—Framed political cartoons from the state's largest newspapers line the walls of Paul R. Hubbert's office here at the Alabama Education Association.

Some show the 54-year-old teachers'-union lobbyist in a tug-of-war with former Gov. George C. Wallace, his blond, almost patrician, good looks playing well off Mr. Wallace's craggy features and dark, bushy eyebrows.

In others, he is dangling state legislators from a string, or directing union members who are invariably depicted as portly schoolmarms. The pictures cover an entire wall and a third of another one, weaving their way around the trophy case and plaques that accent the office of the A.E.A.'s executive secretary.

That any state teachers'-union official could achieve the kind of public profile that lends itself to political caricature

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Scientists' Panel Urges Big Boost In Child-Care Aid

Children's Well-Being At Stake, Report Says

By Deborah L. Cohen

WASHINGTON—Warning that inadequate child care could have "immediate and long-term implications for the health and well-being of children," a panel convened by one of the country's most respected scientific groups last week presented its case for a significantly larger public investment in such services.

In a 347-page report released here, the 19-member, interdisciplinary panel named by the National Research Council concludes that child care is unavailable, unaffordable, or fails to meet "basic standards of quality" for large numbers of U.S. children.

Among other recommendations, it calls for spending increases that could more than double the amount of public aid going to help subsidize child care for low-income families and bolster family-day-care systems, caregiver training, referral programs, and other support services.

The report, *Who Cares for America's Children: Child Care Policy for the 1990's*, also seeks an expansion of Head Start and other programs for at-risk preschoolers; the establishment of national standards to improve child-care quality; and legislation mandating that employers offer parents of newborn or adopted infants up to one year of unpaid leave.

The urgency of these issues is underscored by the panel's prediction that, by the turn of the century, nearly 80 percent of school-age children and 70 percent of preschoolers will have mothers who work outside the home. Currently, about 60 percent of all children under age 13 have mothers in the workforce.

The National Research Council, an arm of the National Academy of Sciences and Engineering, formed the Panel on Child Care Policy in 1987 to review and assess existing data on the costs and effects of child-care policies and programs.

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From a 'Great Debate' to a Full-Scale War: Dispute Over Teaching Reading Heats Up

By Robert Rothman

In 1967, one of the most prominent researchers in reading instruction, Jeanne S. Chall, analyzed the controversy that was then raging in the field in an influential book called *The Great Debate*.

Today, nearly a quarter of a century later, the Harvard University scholar says the "debate" not only persists, but has, in fact, escalated to a full-scale war.

The battle lines are drawn between advocates of phonics, who stress the importance of teaching the relationships between letters and sounds, and those of whole-language methodology, who believe children should be taught reading by reading whole texts.

And so fierce have their arguments become that two recent attempts to find a common ground—a federally funded study and a proposal for the 1992 national assessment—have not only failed to quell the debate, but may have exacerbated it.

"It's always been, in reading, that there was restraint with all our fighting," Ms. Chall says. "Now it's as if all restraints are gone."

Many other topics in education draw heated debate, but the arguments over reading instruction—the first "R"—have been perhaps the most vociferous—and the most public, often spilling over into school boards, state legislatures, and even the U.S. Congress.

And in recent years, as educators have grown increasingly desperate over students' poor performance, and frustrated over a seeming inability to change their programs, the gloves have come off. The two sides have become intractable, with advocates at both extremes accusing each other of stoking the flames with incendiary rhetoric, rather than reason.

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W.Va. Schools Ordered Closed As Strike Enters Second Week

By Ann Bradley

CHARLESTON, W.VA.—As West Virginia's first statewide teachers' strike entered its second week, the state superintendent ordered all schools in the state closed for a "cooling-off period" last Thursday and Friday after striking teachers rejected a proposed settlement offered by Gov. Gaston Caperton.

On Friday, the West Virginia Supreme Court ruled that circuit courts may issue injunctions ordering teachers to return to the classroom. The ruling followed a request by the state board of education for a statewide injunction.

Meanwhile, in the final hours of its session, the state legislature approved a $27.4-million pay package that would give teachers and

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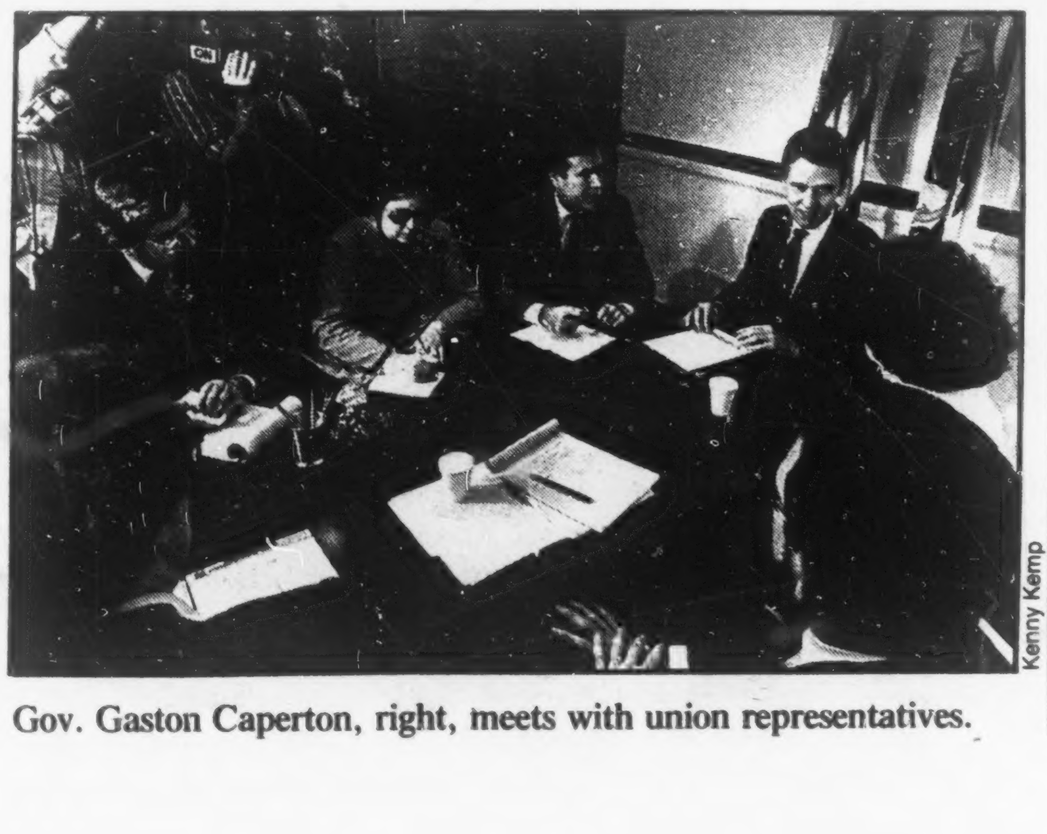

Kenny Kemp

Gov. Gaston Caperton, right, meets with union representatives.

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A federal strike force finds thousands of minors working under unlawful conditions.

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The Governor's open-enrollment plan has survived—barely—a 'Perils of Pauline' odyssey.

12 Trouble for Prepaid Tuition?
A ruling unfavorable to Michigan's popular college-savings plan could affect others.

18 Special-Education 'Snapshot'
The increase in the number of children served last year topped any year's since 1981.

IN SUMMARY

'Building Tenure' Ended
Joseph A. Fernandez, chancellor of the New York City schools, last week gained a tool that was denied his predecessors for 15 years: the right to transfer principals who are not performing up to par. **Page 5.**

Funding New Jersey Schools
New Jersey's new Governor last week said he would soon unveil a new school-aid formula that will direct more state money to poor school districts and rely less on property taxes. **Page 12.**

Reinvigorating School Reform
In a show of bipartisan cooperation, the Indiana legislature last week passed a $36.2-million education package that, state officials say, will help reinvigorate school-reform efforts in the state. **Page 13.**

Child-Care Compromise?
House Democrats last week were working out a compromise that could break the impasse on child-care legislation reached last year following a dispute over funding approaches. **Page 18.**

Census Suit Reopened?
New guidelines on adjustments to the 1990 census may prompt big-city leaders to reopen their lawsuit charging the Commerce Department with undercounting the poor and minorities. **Page 19.**

Teacher Bills Lauded
Educators came to Capitol Hill to praise two bills aimed at improving the recruitment and training of teachers, but disagreed over how much money should go to colleges and universities. **Page 19.**

Evaluating Special Education
The Education Department's special-education office has announced plans to spend up to $2.3 million to create a national center to measure the effectiveness of special education. **Page 20.**

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ACROSS THE NATION

NATIONAL

Unions, Corporations Join To Lobby For National Health-Care Reform

The American Federation of Teachers and a number of other labor unions have formed an unusual alliance with some of the nation's largest businesses in an effort aimed, in part, at bringing about some form of national health insurance.

The group, called the National Leadership Coalition for Health Care Reform, held its first meeting March 9. The 21 companies involved include American Telephone & Telegraph Company, the Du Pont Company, and the Marriott Corporation. The nine unions, in addition to the A.F.T., include the Communications Workers of America—for whom health-care costs were an issue in a major strike last year.

Rising health-care costs and the growing pool of Americans—especially children—who have no health insurance have been of increasing concern to several groups in recent years. The new coalition is significant, however, because it is the first attempt by large corporations and labor organizations to jointly formulate a possible solution.

"In the past, such plans have floundered for lack of cooperation between those who stand to benefit the most," said Gregory Humphrey, one of two A.F.T. representatives to the coalition.

The issue of rising health-care costs played a role in teacher strikes last fall in Sacramento, Calif.; Upper St. Clair, Pa.; East St. Louis, Ill.; and Great Falls, Mont. *(See Education Week, Sept. 29, 1989.)*

At its first meeting, participants said, the group set three goals for any possible solution to the issue—affordability, access, and quality. It also voted to include possible government solutions, such as national health insurance, in its deliberations on the subject.

Absent from the group is the National Education Association, which, like the A.F.T., has long advocated national health insurance. A spokesman for the N.E.A. said the union had not been invited to join.

A coalition spokesman has been reported as saying that the group's membership is still growing.

STATES

W.Va. High Court Will Not Hear Case Against Tieless Teacher

The West Virginia Supreme Court has declined to review a lower-court decision declaring unconstitutional a county school board's dress code for teachers.

The ruling came in a lawsuit filed by Bill Webb, a teacher who was fired by the Mason County Board of Education in December 1988 because he refused to wear a tie and dress pants to school. In his suit against the board, he charged that its dress code was not in effect when he signed his contract.

Mr. Webb signed his contract for the 1988-89 school year before Aug. 29, 1988, the date the school board began requiring male teachers to wear a tie and dress pants. In November of that year, the board changed the requirement to a recommendation.

In an opinion issued last October, County Circuit Court Judge Tod J. Kaufman agreed with Mr. Webb's argument. He further ruled that the county's dress code violated both the state and U.S. Constitutions.

The Mason County Board of Education appealed that decision to the state supreme court, which voted March 8 not to review the case.

Mr. Webb returned to his job, tieless, on March 8, despite the ongoing statewide teachers' strike.

The district currently has no dress code.

■ **Nearly half of all Minnesota schools built before 1940 have major health and safety defects,** according to a survey conducted by the state department of education.

Of the state's approximately 1,500 public schools, 572 were built before 1940. Nearly 400 of these schools responded to the survey.

Approximately 45 percent of the older schools reported such health and safety defects as rickety fire escapes, asbestos insulation, kindergarten and 1st-grade classrooms situated above ground level, and classrooms located too close to boiler rooms.

In addition, about one-quarter of the buildings have wooden superstructures and about one-third have open stairwells, the survey found. Both of these features are considered potentially dangerous.

The study, the department's first of school buildings, was presented to the House school-aid subcommittee March 5.

Psychologist Bettelheim Dies

Bruno Bettelheim, who survived the Dachau and Buchenwald concentration camps and went on to be a leading figure in American psychology, died last week at a nursing home in Silver Spring, Md. He was 86.

Police in Montgomery County, Md., labeled Mr. Bettelheim's death a suicide.

Bruno Bettelheim

Trained in psychoanalysis and philosophy, Mr. Bettelheim was widely known for his work in treating and educating emotionally disturbed children, especially autistic children, and in applying his conclusions to the rearing of nondisturbed children.

His outspoken opinions on child-rearing—which emphasized the importance of play, fantasy, and fairy tales, and scorned corporal punishment, competition, and achievement—won him international acclaim and his share of critics.

They also have influenced schools in this country, experts said last week.

"I think he was most effective in trying to get schools to consider the child's emotional development," said Jacqueline Sanders, director of the University of Chicago's Orthogenic School, a residential facility for emotionally disturbed children that Mr. Bettelheim headed for 29 years. "To get educators to understand the child from the child's point of view, and not as a shrunken adult. When one does that, one can engage the child in an appropriate way while teaching what adults know they need to learn."

Born in Vienna, Austria, in 1903 to a family of assimilated Jews, Mr. Bettelheim received his doctorate from the University of Vienna in 1938. Following the Nazi invasion of Austria that year, he was interred and spent two years in the camps. Through the intervention of Herbert Lehman, the Governor of New York State, and Eleanor Roosevelt, he was released in 1939.

Emigrating to the United States, he joined the University of Chicago faculty. In 1944, he became director of the Orthogenic School.

A prolific author with wide-ranging interests, Mr. Bettelheim wrote a number of influential books, both scholarly and popular.

Perhaps his most popular book was *The Uses of Enchantment*, a 1976 examination of the power of fairy tales for children.

His most recent work was *A Good Enough Parent* (1987), a book Mr. Bettelheim described as the culmination of his life's work with parents and children. He often told audiences that children are innately good and that parents are "good enough." —G.B.

DISTRICTS

Boston Superintendent Leaves; City Funds Teachers Contract

Laval S. Wilson, superintendent of the Boston Public Schools for the past five years, last week agreed to a buyout of the 18 months remaining on his contract.

The school committee agreed to pay Mr. Wilson $240,000 for the salary and benefits he would have earned during his remaining tenure, and an additional $20,000 to cover his legal expenses, according to a school-district spokesman.

The superintendent and the school committee also informally agreed not to engage in any further verbal warfare or legal action against each other, according to the spokesman.

The committee unanimously chose Joseph McDonough, a retired Boston school administrator who has twice previously served as interim superintendent, to lead the school system until a permanent successor is found.

Also last week, the Boston City Council agreed to fund the first year of a reform-oriented teachers' contract, averting the possibility that teachers would go on strike this year.

The action gives teachers a 5 percent raise retroactive to last September, and allows the district to begin immediately to implement the school-based management components of the contract, the spokesman said.

■ **The board of the Los Angeles Unified School District last week agreed to pay $6.02 million to settle a lawsuit brought by the parents of 16 children who alleg-**

edly had been sexually molested by a teacher.

The agreement, which must be approved by the state superior court, provides compensation for children who claim to have been molested by a 3rd-grade teacher at the 68th Street School in 1985.

The former teacher, Terry E. Bartholome, was convicted in 1986 on 30 counts—including child abuse and molestation—and is currently serving a 49-year jail sentence, according to Richard K. Mason, the lawyer for the district.

The children's parents filed a $200-million lawsuit against the district in 1986, charging that school officials neglected to report suspected abuse by Mr. Bartholome to the authorities for up to a year after allegations were made.

If approved by the court, the settlement money will be paid out over the course of the students' lifetimes, and will be used to cover the costs of health and psychological care and postsecondary education, Mr. Mason said.

■ **Chancellor Joseph Fernandez of the New York City schools has denied a request by Cardinal John O'Connor of the Roman Catholic Archdiocese of New York to allow federally funded drug counselors to work in parochial schools.**

Instead, Mr. Fernandez said, he wants the counselors to help parochial-school students in neutral, off-campus sites. The counseling would be funded by $500,000 in federal drug-prevention money granted to the district to administer on behalf of Catholic schools.

Providing in-school services, Mr. Fernandez argued, would violate a 1985 U.S. Supreme Court ruling, *Aguilar* v. *Felton*, that prohibits public-school teachers from providing Chapter 1 instruction in parochial schools.

The cardinal, whose archidiocese includes Manhattan, Staten Island, the Bronx, and several counties north of the city, maintains that the counselors must provide on-site services in order to be effective.

Meanwhile, Mr. Fernandez and unions representing school employees have been negotiating the conditions under which school workers could be tested for drugs.

Mr. Fernandez has also said he wants applicants for school jobs to be tested for drugs.

Susan Amlung, a spokesman for the United Federation of Teachers, said the union, while not favoring drug tests, would not oppose them for job applicants.

School employees cannot now be required to undergo drug testing. Ms. Amlung and school officials said they agreed that current employees could be tested only when there is a "reasonable suspicion" that an employee had used drugs.

■ **Teachers working in the Avon Lake (Ohio) City Schools charged their district with engaging in unfair labor practices after they were locked out of schools for planning half-day strikes.**

The 168 members of the Avon Lake Education Association had planned to strike during the second half of every school day beginning March 1. The city board of education responded by locking them out and staffing the schools with substitute teachers.

The union members—who ended the standoff March 8 after accepting a pay increase of 12.5 percent over two years—filed a complaint with the state Employment Relations Board alleging that their right to strike was obstructed by the lockout.

■ **Nearly 30 percent of school libraries in Dallas have fewer books than required under state law,** an audit has revealed.

Fifty-six of the district's approximately 200 schools—about 28 percent—have fewer than 10 books per student, the minimum required by a 1984 law. Schools were to have been in compliance with the law by 1987.

School officials said the 49 elementary schools involved will have the minimum number of books by the end of the school year. The remaining seven high schools and middle schools, however, will not receive any additional allocations this year, an official said.

The book shortage stems in part from tight budgets in the district, the official said.

Across the district, the average ratio of books to students is approximately 11-to-1, according to a school official.

■ **A 17-year-old student and his 18-year-old friend have been charged with vandalizing a suburban-Washington high school last month, causing more than $250,000 in damages.**

The student, a senior at Richard Montgomery High school in Montgomery County, Md., has been charged as a juvenile with eight felonies stemming from the incident in late February. His friend, who dropped out of the school last year, has been charged as an adult with 10 felonies.

The pair allegedly broke into the school twice over a weekend, set fires, tried to cause an explosion by opening natural-gas valves in a chemistry lab, smashed computers and other machinery, broke windows, and demolished the school's television studio. Antisemitic graffiti also was found on some walls.

Prosecutors plan to ask the court for permission to prosecute the student as an adult.

A Different Kind of Spring Break

AP/Newsfinder

Meghan Hanrahan of St. Louis, a student at Quincy (Ill.) College, reads to 8-year-old Alicia Davis at Holy Angels School in Chicago. Ms. Hanrahan was one of eight college students who spent their spring break tutoring and teaching black pupils at the elementary school on the city's South Side earlier this month.

DIMENSIONS

Students and Drugs

Young Americans are very concerned about drug use, and a surprising number of them favor drug tests for high-school students, a recent national poll concludes.

The survey, conducted by Scholastic Inc. and Turner Educational Services, polled students from the 5th through 12th grades in schools that use Scholastic publications or subscribe to Turner's "CNN Newsroom" in-school news show. Of more than 180,000 responses to a 15-question multiple-choice survey, the researchers randomly selected 5,000 responses to tabulate.

The results show that, over all, nearly 44 percent of students favored the use of regular drug testing for high-school students, although the percentage of those favoring it decreased with age.

In other findings, one-third of the students polled said it was easy to buy drugs at their school, with 49 percent of 11th- and 12th-graders voicing that opinion. Half the students reported having drug-education programs in their schools, but younger students were twice as positive as older ones as to their effectiveness.

More than half the students at all age levels said ads for cigarettes and alcohol encouraged young people to use them.

Do you think high-school students should be regularly tested for drug use?

	Grade Level				All
	5,6	7,8	9,10	11,12	Grades*
Yes	65.5%	49.2%	35.0%	32.2%	43.9%
No	11.1	20.6	38.4	42.3	29.6
No Opinion	21.7	29.5	26.3	24.3	25.6
Not Answered	1.7	0.7	0.3	1.2	0.9

*Based on 5,000 responses.

UPDATE

■ **A Texas judge has ordered that school-board elections in the Del Valle school district be postponed until after he decides a lawsuit charging that the district's at-large election system dilutes the voting strength of minorities.**

The case is the first to use Texas' Equal Rights Amendment to challenge a school-board election system. *(See Education Week, Jan. 31, 1990.)*

The plaintiffs charge that the district's minority population is too dispersed to make a system of one-member districts viable. Instead, they ask for the creation of two districts with three representatives each. The board's seventh member would continue to be elected at-large.

School officials said that elections for two of the board's seats that were scheduled to be held in May could be rescheduled for August.

■ **A federal judge has approved new student-assignment plans in a desegregation case involving the Little Rock, Ark., public schools and two surrounding districts.** *(See Education Week, Jan. 24, 1990.)*

Unlike other recent plans adopted by Little Rock, the new plan will not require the wholesale reassignment of students next year. Instead, it relies on magnet schools and other incentives to encourage parents to enroll their children in integrated schools.

In his ruling, U.S. District Judge Henry Woods said the plan is "practical and promising, [but] by constitutional standards, it is minimal."

The judge also expressed his frustration with the districts' desegregation efforts: "I add this as a word of caution to the districts lest they be tempted to reduce the plan in any way: Desegregation is not an optional add-on program."

■ **The state agency that allocates money for school construction has denied the Los Angeles school board's request for $80 million to build a school on the site of the historic Ambassador Hotel.**

School officials requested the money to buy part of the property on Wilshire Boulevard to build a high school for 4,000 students who currently are bused to other neighborhoods. *(See Education Week, Sept. 6, 1989.)*

The district plans to acquire the property through eminent domain. But developers have also staked claims to the 23-acre plot.

The state allocation board had agreed to set aside $50 million for the district, but this month urged Los Angeles officials to return with a new request within 60 days after negotiating with developers interested in the site.

The real-estate mogul Donald Trump has purchased a portion of the property, and has announced plans for a commercial and residential development.

■ **The Los Angeles County District Attorney's Office has revised the charges against Raymond Buckey,** the McMartin Preschool employee who will be retried later this month on child-molestation charges.

In January, a jury acquitted Mr. Buckey and his mother, Peggy McMartin Buckey, of 52 counts of child molestation and conspiracy. But the jury failed to reach a verdict on 13 counts against Mr. Buckey. *(See Education Week, Jan. 24, 1990.)*

Mr. Buckey now faces eight counts of molestation, and will go before a new judge and jury in the trial, scheduled to begin March 27. Three former students at the Manhattan Beach, Calif., preschool, who were involved in the eight charges, are expected to testify.

PEOPLE

■ **Gary H. Quehl** has resigned as president of the Washington-based Council for Advancement and Support of Education.

Mr. Quehl has headed the organization, which includes college and private-school officials involved in institutional advancement, since 1986. Previously, he served as president of the Council of Independent Colleges for 12 years.

Following his departure, slated for June 30, Mr. Quehl plans to move to California.

■ Former Virginia Secretary of Education **John T. Casteen 3rd** has been appointed president of the University of Virginia, his alma mater.

Mr. Casteen, 46, has been president of the University of Connecticut since 1985. He served as education secretary in the Old Dominion from 1982 to 1985.

He begins his new job Aug. 1.

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Voucher System For 1,000 Pupils Adopted in Wis.

Low-Income Students In Milwaukee Targeted

By William Snider

Proponents of private-school choice plans won a major victory late last week when the Wisconsin legislature approved a bill that will give almost 1,000 Milwaukee public-school students the option of attending nonsectarian private schools at state expense.

The measure differs from other voucher-type proposals in that it is specifically aimed at low-income children who are currently enrolled in public schools or have dropped out.

"The state is directly helping families who have drive, who have high expectations, but who don't have money, to vote with their feet," said state Representative Annette Williams, the chief sponsor of the bill.

"We're now going to show that our children can be educated successfully for less than half the money that the Milwaukee schools use to miseducate our students," added Ms. Williams, who also has sponsored legislation, thus far unsuccessful, to create a new district in Milwaukee's inner city that would be mostly black.

Gov. Tommy Thompson has indicated that he will sign the private-school choice measure, according to his aides.

"This is a very historic day for the poor and for civil rights," said John E. Coons, professor of law at the University of California Berkeley and a proponent of vouchers.

"People who have been pretty much entombed in segregated public schools will have a chance to get their civil rights vindicated in the private sector," he said.

The measure passed despite stiff opposition from the state's teacher organizations and Milwaukee public-school officials, who

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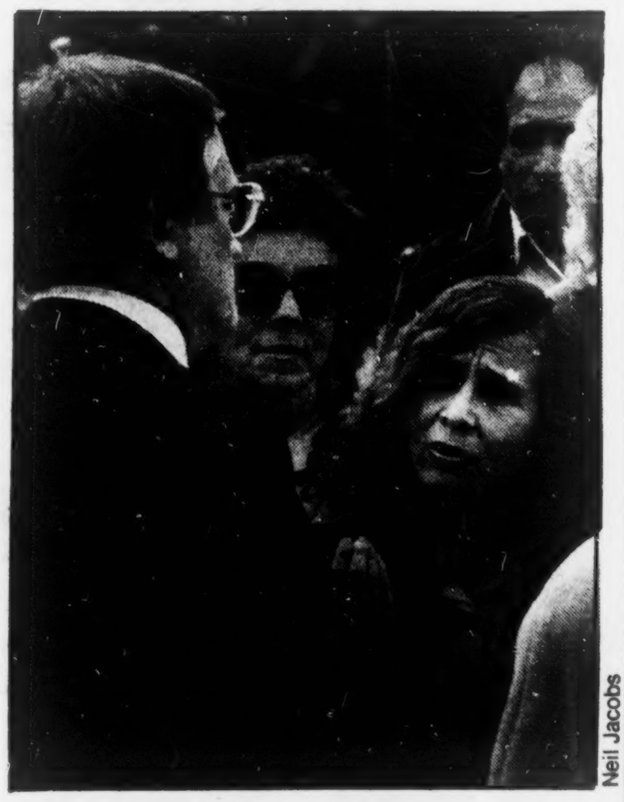

Neil Jacobs

TEACHER PAY—A New Mexico teacher debates with a state senator who took part in special session on education. Story on page 12.

Teacher Educators Turn to Case-Study Method

Stories Give Students a 'Chunk of Reality'

Debra Viadero/Education Week

Rita Silverman uses the case-study method in her class at Pace University.

By Debra Viadero

White Plains, N.Y.—For nearly three hours every Monday evening, the future teachers in Rita Silverman's educational-psychology class here get what is referred to in business-school shorthand as a "concrete chunk of reality."

That exposure comes to these Pace University students in the form of "case studies"—complex, richly detailed stories about real problems faced by real teachers.

The stories spur the students to debate such knotty questions as how to draw the line between being a friend to a student and being a teacher, how to handle a student who has been physically abused at home, and how to discourage a student's unhealthy dependence on a teacher.

The students argue. They defend their positions with psychological theory. They come away with more questions.

"It's like practice teaching without actually going into the classroom," said one student, Pam Liebson.

Long established as a pedagogical approach in schools of law and business, the case-study method is increasingly being viewed as an equally powerful tool for training teachers. Beyond its usefulness for injecting reality into an "ivory tower" setting, the technique is seen as a way to make abstract theory come alive for prospective teachers and help them practice the critical-thinking skills needed to deal with the complex problems they will face

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Local Fights Over Superintendencies Are Seen Rekindling Racial Tensions

By William Snider

In recent weeks, white school-board members in at least five communities have been accused of racial bias after voting on issues affecting their superintendent's contract.

Protests in three of the districts—Boston; Selma, Ala.; and St. Helena, La.—were touched off when white-controlled boards voted to dismiss black superintendents.

In Syracuse, N.Y., the school board was forced by community protests to rescind its decision not to increase the salary of its superintendent, who is black.

And in Prince George's County, Md., a white superintendent backed out of a 10-year, multimillion-dollar contract extension after black activists balked at the arrangement—and questioned his commitment and accomplishments.

Similar though less publicized tensions have emerged elsewhere this year—and at a rate that has some experts voicing concern. Just last week, for instance, more than 200 students boycotted classes in Durant, Miss., demanding, among other things, that the district's white superintendent resign.

In interviews, more than 30 national experts asked to assess the meaning of the apparent surge in racially tinged superintendency disputes agreed that, while the number of such incidents is unusually high this year, the issues they raise are not new.

Among them, they said, are the fact that few blacks ever get the chance to lead a school system; that those who do must tackle some of education's most severe academic and financial problems and may be held to unrealistic expectations; and that community perceptions of a need for black leadership in majority-black school systems has

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Soviet Principal Visits a School in Mass. To Become Student of Democratic Process

By Robert Rothman

Brookline, Mass.—As his country's legislature this month took the historic step of electing the Soviet Union's first Western-style president, Alexander M. Bannov was half a world away, observing a somewhat less august—though no less committed—deliberative body.

In what appears to be the first exchange of its kind, Mr. Bannov, the principal of School No. 130 in Novosibirsk, Siberia, has spent the past month here at Brookline High School, which operates under an unusual system allowing teachers and students broad authority to decide school policies.

Last week, for example, the school's legislature—a 34-member panel composed of equal numbers of students and teachers—debated a number of controversial measures, including whether to fly a flag honoring those missing in action in Vietnam and whether to make condoms available in school.

For Mr. Bannov, who three years ago instituted a similar system in his school, the visit provided an opportunity for him to compare notes with his American counterparts. Such information can be useful, he said, as democracy spreads in the Soviet Union, and more and more schools there adopt forms of democratic decisionmaking.

"Now, in our country, we are trying to change a lot," he said. "We should rely on

Continued on Page 10

Educators Consider The Census' Effects On State Legislation

By Michael Newman

A single day next week could go a long way toward framing the debate over education policy in the states for the rest of the decade.

Census Day, when questionnaires mailed to the nation's 106 million households are due back to the U.S. Census Bureau, is April 1.

The 1990 Census will undoubtedly have an important effect on federal education policy, observers say, as reapportionment and redistricting shift the balance of power within the U.S. House of Representatives and new population counts channel formula-driven funding to different areas.

But the most lasting impact of the nationwide population count, some education analysts said last week, may be its role in reshaping state legislatures to accord with a decade of demographic shifts.

A major consequence of the anticipated changes in the legislatures, warned John Myers, education-program director at the National Conference of State Legislatures, could be to impede efforts to equalize educational spending within the states.

"It seems to me that the shift [in legisla-

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Also in the news

5 **Getting Off the Track**
A report to be released this week calls for an end to ability-grouping in Boston's schools.

15 **Raising the Ante**
House Democrats plan to offer a substitute to President Bush's education bill.

IN SUMMARY

Nonpartisans Need Not Apply
School-board members in six Florida counties could be forced to run for re-election this fall as a result of a state supreme-court ruling barring nonpartisan school-board elections. **Page 4.**

Enrollment Figures in Dispute
Continuing confusion over how many students are enrolled in District of Columbia schools played a part in the city council's decision to slash a proposed budget increase for next year. **Page 5.**

Children of War
Children from war-torn areas across the world are touring U.S. schools hoping to give students here a broader perspective in their struggle against violence and racial hatred. **Page 10.**

Striking Teachers Return
West Virginia teachers were back at work last week after legislative leaders pledged to develop a comprehensive plan for funding education and to adopt it during a special session. **Page 11.**

Texas Reform Advances
Seemingly ignoring the governor's threat to veto the bill, the Texas Senate last week overwhelmingly approved a $5-billion plan to reform the state's school-finance system. **Page 11.**

A Dropout Expert
The Secretary of Education's adviser on dropout prevention is not only a teacher and administrator who has worked extensively with dropouts—he is a former dropout himself. **Page 15.**

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FORUM

A Roadmap for Restructuring Schools
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ACROSS THE NATION

STATES

Under Federal Threat, Mississippi Moves To Certify Student Residency

Officials in every Mississippi school district will be required to verify that all of their students actually live within district boundaries, under a new policy adopted this month by the state board of education.

The policy comes in response to a July 1989 warning from the U.S. Justice Department that if the board did not create a system to monitor home addresses of its 500,000 students, the federal government would step in.

The Justice Department last year was helping four districts clear up disputed residency violations when it discovered widespread abuse of residency requirements.

One common practice the investigators found was "sham guardianships," in which parents would select a school for their child outside their district and then persuade a friend or relative to obtain guardianship papers from a chancery court. The child would continue to live with his or her parents, but would attend school in the guardian's district. The Justice Department believes this practice is used to frustrate desegregation efforts.

Under the new policy, guardians will need to present a certified court copy of a petition for guardianship if the case is pending, or a final court decree if guardianship has been granted.

■ **An Arizona school district could lose its state funding if the state board of education confirms allegations that the district engaged in questionable financial practices.**

If the board accepts the allegations made in a report by the state Auditor General's Office, the Hayden-Winkelman Unified School District stands to lose nearly $1 million in state aid—about one-third of its total budget.

According to the state audit, the district did not maintain adequate financial records, had questionable expenses, and did not meet state bidding requirements.

State officials said the board has never before reviewed such a serious case of financial irregularities and has never withheld funding from a school district.

■ **The Georgia Board of Education has voted to reverse its decision of last year banning spring football practice.**

However, a public hearing, scheduled for this week, is required for the vote to become policy. The issue will probably be discussed again at the board's regularly scheduled meeting in April, according to a spokesman.

The board had voted 5 to 4 last March to ban the spring practice, citing the time it took away from academic pursuits, which under the state's "no-pass, no-play" law are to be emphasized over athletics.

This month, the board voted 7 to 2 to allow spring practice to be held, under new rules that limit its duration to 10 consecutive days in May. The practice also must not interfere with the schedules of spring sports or with final exams..

DISTRICTS

N.C. Jury Awards $450,000 To Fired First-Year Teacher

A first-year teacher in North Carolina whose contract was not renewed has been awarded $454,910 in damages by a Forsyth County jury that found she was wrongfully dismissed from her job.

Susan D. Spry sued the Winston-Salem-Forsyth County Board of Education in June 1988, charging she had been fired for "personal" reasons, in violation of state law. School officials contended she had been dismissed for poor performance.

The amount of damages awarded in the case is highly unusual and likely will influence North Carolina school boards as they consider whether to rehire new teachers, said William Pfefferkorn, the lawyer for the Forsyth Association of Classroom Teachers, which backed Ms. Spry's suit.

The decision, which has been appealed, is not expected to lead to a precedent that would change the state's teacher-tenure laws, however.

Under North Carolina law, teachers are given one-year contracts for the first three years of their employment. School boards are required to give them a reason if their contracts are not renewed, and are not permitted to make such decisions on the basis of personal, political, or arbitrary considerations. The burden of proving wrongful dismissal rests with the teacher during the first three years.

After the fourth year, teachers are given tenure, and the burden of proof in firing them rests with the school boards.

■ **A private group in Milwaukee has outlined an ambitious plan to make postsecondary education accessible to every student in the city who wants to pursue it.**

In "The Milwaukee Challenge," a report

'Riding for Reading'

Like many recent college graduates, Seth and James Levy have decided to take a cross-country trip to see a bit of America. The Levys have more than sightseeing in mind, however: they want to inculcate in students a love of reading and creative writing.

Last September, the brothers set out from Rockport, Maine, on a cross-country "Ride for Reading" bicycle trip in an effort to inspire junior-high students to read, write, and create their own stories.

The Levys, who are scheduled to finish their trek in San Francisco by the end of May, are the core of "Streetside Stories," a nonprofit organization they founded to combat "aliteracy"—a disinterest in reading—and the growing indifference they see to regional culture and lore.

Seth, a 1986 graduate of Georgetown University, conceived the bike ride as a way to draw attention to the importance of inspiring young people to read.

And when James graduated from Wesleyan University in 1988, he joined in developing the Washington-based project. Last June, both brothers quit their part-time jobs to work exclusively on the "Ride for Reading."

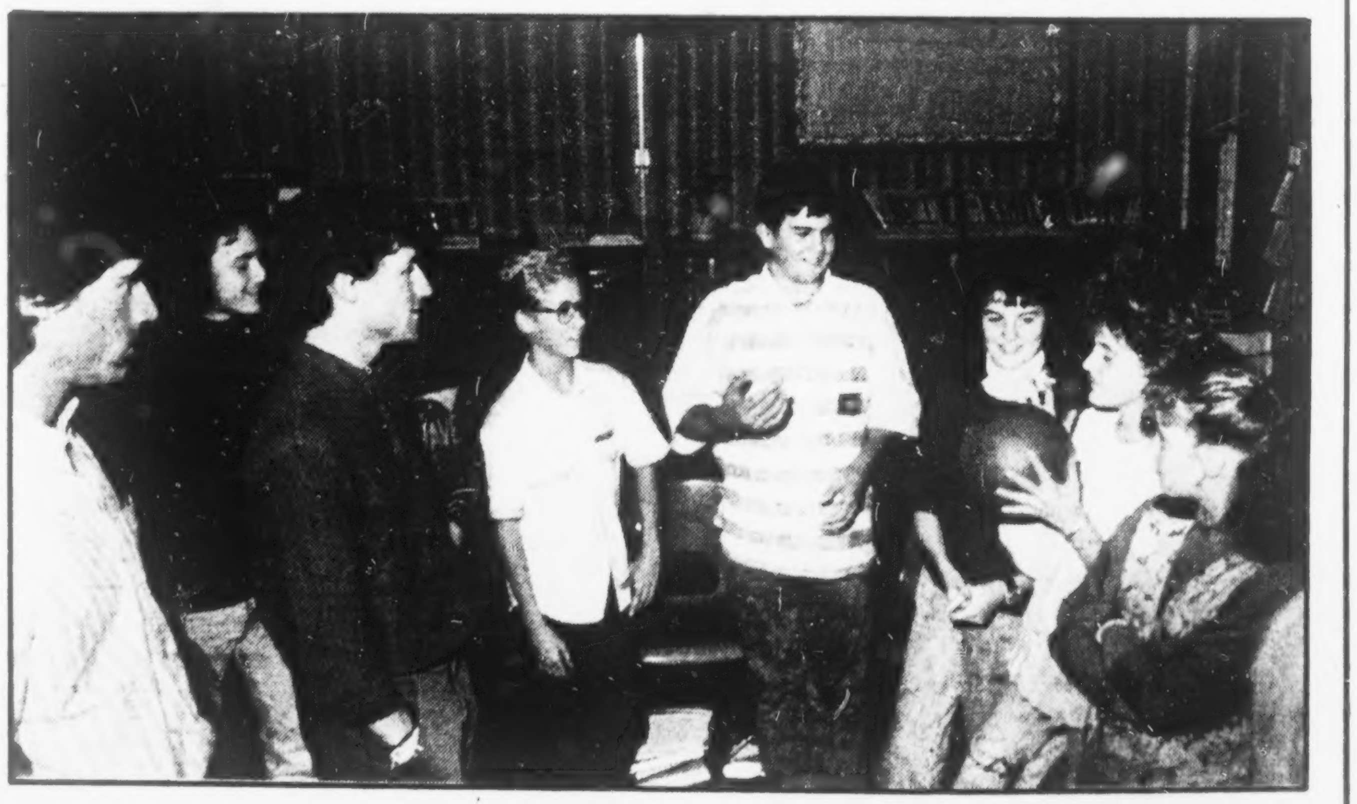
The Levys ride about 250 miles a week. This month, they are visiting schools in Texas and New Mexico. At each stop, they conduct student workshops and storytelling sessions to demonstrate that reading can be adventurous and that stories are composed by real people who draw on their experiences.

The biking element, says Seth, is more than just a gimmick. Stories from the road provide a natural introduction to a workshop. More importantly, he notes, a long bicycle trip demonstrates a commitment to an activity that, like writing, requires persistence.

The brothers are also developing a network of students to write stories about their region and exchange them with students at schools elsewhere.

The response to the project has been positive from teachers, librarians, and literacy groups they have met along the way, says Seth. But most rewarding, he adds, has been the students' response.

"At the end of the workshops," says Seth, "the kids say they realize that writing is not such a hard thing after all and they understand why it is a worthwhile endeavor." —J.W.


Streetside Stories

Brothers Seth and James Levy, far left and left, lead students in an exercise in which each participant adds a word to a story as a ball is passed around the circle.

released last month, the Greater Milwaukee Trust notes that only slightly more than one-third of the city's graduating seniors leave school with the grades or proper coursework for college or technical school.

The report calls for the creation of a public-private trust fund to provide scholarships or forgivable loans to any college-eligible minority or disadvantaged student in need of assistance.

It also asks the city's public schools to take steps to ensure that those who want to go on to college or technical school are taking the kinds of courses they need and achieving adequate grades.

In addition, it calls for the creation of an "information council" to promote postsecondary study in the community and provide information on higher-education programs and financial assistance to families throughout the city.

The report was produced by the group's scholarship committee, which includes state and local educators, business people, policymakers, and community groups.

■ **The Knox County, Tenn., school system may not use state pension money to offset the cost of providing pensions to former Knoxville teachers who are now employees of the county school system,** the state supreme court has ruled.

The Knoxville and Knox County school systems merged in July 1987. Teachers who had taught in Knoxville participate in a state teacher-retirement plan and also are covered by a city-funded plan.

The high court ruled that the state annuity paid to teachers vested in the Knoxville city pension plan must continue to be sent directly to teachers, rather than be redirected to the county as reimbursement for its contributions to the city plan.

The Knox County Education Association views the decision as a "decisive win" for teachers, because it preserves their benefits in cases of school-district mergers, which are becoming common throughout the state as a cost-saving measure, a spokesman for the union said.

■ **A group of parents in Orange County, Fla., has filed a suit seeking to block the school district's plan to implement a year-round schedule at an elementary school.**

The parents contend that the county school board lacks the power under state law to start up the pilot program, scheduled to begin July 23 to relieve crowding at Palm Lake Elementary School. The school now has 400 more students than it was built to accommodate, a school spokesman said.

The lawsuit, filed in circuit court, seeks a temporary restraining order and a permanent injunction to prevent the program from being carried out at any county school.

Lawyers for the school board said they consider the suit to have no merit.

■ **A federal appeals court has ordered a district court to hold a hearing on the Bryan County, Ga., school district's decision to bar a mentally and physically handicapped 15-year-old carrier of the hepatitis-B virus from attending school.**

A panel of the U.S. Court of Appeals for the 11th Circuit said that a magistrate had ruled properly during a preliminary hearing in deciding that the chance of the boy's infecting others was slight and that the school system had discriminated against the boy.

The case began in January 1988, when the parents of the boy, identified only as Jeffrey S., sued to have their son reinstated in the schools. At the preliminary hearing, the magistrate issued an injunction to keep the boy in school. That injunction, however, was canceled after the school system filed an objection with the district court. The appeals-court panel also ordered the district court to conduct its own review of the facts.

DIMENSIONS

Baby Boomers' Education

The 1990 Census, which begins this week, will reveal that Americans ages 35 to 44 are the most-educated generation ever, according to a projection by *American Demographics* magazine.

Writing in the January issue of the monthly, Judith Waldrop and Thomas Exter draw on published and unpublished data from the U.S. Census Bureau to predict what the upcoming census will show.

They conclude the census will find that among the leading edge of the baby boomers—those born between 1946 and 1955—25 percent have completed at least four years of college. Men ages 25 to 34, however, are less likely to have completed four years of college, perhaps because of the rising cost of education, they conclude.

Over all, one in five Americans has completed four years of college, according to their analysis, up from one in six 10 years ago. Nearly 19 percent have at least a bachelor's degree, they say.

The authors also predict the census will show that the education gap between men and women is narrowing; while older men are much more likely to have college degrees than older women, they say, the difference in the 25-to-34 age group is negligible.

Educational Attainment of Adults Age 25 or Older

	1990			1980	
	High school graduates %	College graduates %	Completed 4 or more years of college* %	High school graduates %	Completed 4 or more years of college %
Men	**77.7**	**21.9**	**23.9**	**67.7**	**20.3**
25 to 34	86.5	21.3	24.5	84.8	26.5
35 to 44	87.1	28.3	30.8	77.3	24.5
45 to 54	79.1	24.6	25.5	65.8	19.8
55 to 64	68.1	18.9	20.7	56.3	14.3
65 and older	54.6	13.4	13.6	37.5	10.0
Women	**76.9**	**15.6**	**17.0**	**66.2**	**12.9**
25 to 34	87.8	20.5	23.6	84.1	20.4
35 to 44	86.6	20.6	22.5	76.4	14.9
45 to 54	79.2	14.9	15.4	66.7	10.5
55 to 64	70.2	10.1	11.1	57.6	8.0
65 and older	55.2	7.9	8.0	40.1	7.2
All adults	**77.3**	**18.6**	**20.3**	**66.9**	**16.4**

* Data in this column are estimates by *American Demographics Magazine.*

Source: Except for column noted above, published and unpublished data by the U.S. Census Bureau

UPDATE

■ **A group of black parents opposed to mandatory busing has filed papers in federal court seeking to intervene in the Dekalb County, Ga., desegregation lawsuit and asking to be allowed to propose alternative remedies.**

The school district was told last October by the U.S. Court of Appeals for the 11th Circuit that it may be required to institute mandatory busing to satisfy its constitutional obligation to dismantle a segregated school system. *(See Education Week, Oct. 25, 1989.)*

Last month, the school system appealed that decision to the U.S. Supreme Court. The community is currently embroiled in a debate over what desegregation methods to use in the event the High Court denies the appeal.

The district has proposed opening eight new magnet schools next fall, but the original black plaintiffs in the suit have indicated that voluntary integration measures may not be sufficient to desegregate the system.

The 18 black parents seeking to intervene in the suit charge that their interests are not being represented by the lawyer for the original plaintiffs, because he is more concerned with racial mixing and student transportation than with improving the quality of the district's schools.

■ **The Detroit school district has dropped a merit-pay proposal for principals in schools that join the Detroit Compact,** a partnership between schools and the business community.

The decision is expected to clear the way for schools to join the reform effort, which began last fall.

The Organization of School Administrators and Supervisors, the city's principals' union, had advised its members against volunteering for the project because some of its provisions could violate their contract. *(See Education Week, March 7, 1990.)*

John W. Porter, the district's general superintendent, had proposed giving 25 percent pay raises to principals of schools that volunteered for increased school-based management under the plan. In return, he requested the authority to remove principals if their schools failed to meet specified goals within three years.

Mr. Porter said he would continue to seek merit pay and new evaluation procedures for principals in schools outside the compact.

■ **The Floyd County, Ky., school district has asked the state board of education to scale down the oversight and management of the district** that the board implemented last year under the state's academic-bankruptcy law.

The board is scheduled to consider the request at its regular meeting in May.

Last year, districts in Floyd and Whitley counties were placed in "phase three" of the academic-bankruptcy plan when they failed to meet academic-progress targets and were in financial trouble. *(See Education Week, Jan. 18, 1989.)*

The law establishes four phases of assistance and intervention, and Floyd County has asked to be moved back to "phase two." In the second phase, districts are not considered to be under state control, but are recognized as troubled and receive technical assistance.

Floyd County officials contend they have taken steps—including the adoption of new school-board policies, administrative procedures, and curriculum guidelines—to correct their problems, and that their status should be downgraded.

A circuit court ruled late last year that the Whitley County school district should be moved back to "phase two" because the district had not been given enough technical assistance before the state intervened.

The state board is still considering whether to appeal that ruling, according to an education-department spokesman.

Delaying that decision is the current reform bill being considered by the legislature that would basically gut the academic-deficiency law in favor of a new system of rewards and sanctions for districts based on performance.

■ **Graduates of nonpublic high schools in Louisiana will not be required to take an exit examination like their counterparts in public schools,** the state board of elementary and secondary education has decided.

Nonpublic schools will be allowed to issue their own diplomas, but may not issue "state" diplomas unless they administer the state exit test.

The board unanimously approved the policy last month, following nearly a year of controversy over the test. The board voted last year to require the test for nonpublic schools that accept free textbooks and other forms of state aid. *(See Education Week, May 3, 1989.)*

Under lobbying from the state's Roman Catholic and other private schools, however, the legislature passed measures to nullify the board's requirement. After Gov. Buddy Roemer vetoed the bills, a compromise was struck that delayed the test for nonpublic-school students for one year. The board's action supersedes that compromise.

Some state-board members have indicated that they will continue to study some form of exit test for nonpublic-school students.

PEOPLE

■ Now that the baseball labor dispute is over, the **Milwaukee Brewers** are anxious to avoid a dispute of another kind.

Acting on complaints from school districts statewide about opening-day truancy in past years, the team is working to discourage students from cutting class for the afternoon home opener on April 10. As an inducement, the team is offering students from across Wisconsin free admission to a Sunday-afternoon game April 22.

■ **Pearl Martin**, who taught in one-room schoolhouses in rural Missouri in the early 1900's, had a reputation as a tough taskmaster. But when her will was read recently, there was evidence that she had a soft spot for her tiny home district: She left a bequest of $500,000 for its library.

Ms. Martin died last month at age 97 and amazed school officials by leaving the vast sum to the Bronaugh R-7 school district and its 260 students.

School officials plan to use the bequest to increase the 7,500-volume library and buy audiovisual materials.

Clarification

A story in the March 21 issue incompletely identified one of the people quoted. Marian Hinds is president of the Reading Reform Foundation, a group based in Tacoma, Wash., that promotes phonics instruction.

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Pittsburgh School Aims at Cultural Harmony

'Global Education' Is Program Goal

By Peter Schmidt

Barbara Ries/USA Today

Regina Baker, an art teacher, works with Yolanda Dorsey and Donald Frazier at the Prospect 3-M Center in Pittsburgh.

PITTSBURGH—Principal Robert Pipkin stands on the front steps of what was formerly Prospect Middle School and peers down a hillside at the city that has given him a student body rich in diversity.

In the foreground are the modest, well-kept homes of Mt. Washington, a mostly white, blue-collar area whose residents sometimes reminisce about the days before student busing, when Prospect was a neighborhood school and its pupils seemed more familiar and better behaved.

In the background is the skyline of Pittsburgh, a city carved by its hills, rivers, and highways into a mosaic of such tight-knit neighborhoods, many predominantly white or black, some with a distinct ethnic flavor.

Since 1980, when the district implemented a state-mandat-

Continued on Page 28

States Reject Plans To Deny Licenses To School Dropouts

By Lisa Jennings

After rapidly gaining wide support during the late 1980's, proposals to deny driver's licenses to school dropouts have hit a roadblock in several states.

So far this year, legislative committees in at least five states have rejected so-called "no school, no drive" bills.

A growing number of critics argue that such legislation, while politically attractive, is likely to have a limited impact on the dropout rate. And, they warn, the proposals may divert attention from other approaches to the issue.

Skeptics say the early figures available from West Virginia, the state that pioneered such laws, suggest that the threatened loss of driving privileges has induced only a modest number of students to remain in or return to school.

Many opponents are concerned that "no school, no drive" offers nothing but a "Band-Aid" solution to a complex problem, said Donna C. Rhodes, executive director of the National Foundation for the Improvement of Education, which sponsors dropout-pre-

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Also in the news

5 **$80-Million N.S.F. Plan**
Grants will help states make 'systemic' school reforms that boost science and math.

15 **'Earth Day' Revisited**
Schools figure prominently in plans for the environmental happening's 20th anniversary.

38 **A Boost for Child Care**
After months of maneuvering, the House last week adopted a $29-billion initiative.

Conn. Teacher Glut Leaves Students Who Must Repay Loans in the Lurch

By Debra Viadero

When Susan Katz was a college sophomore majoring in education, Connecticut's loan-forgiveness program for prospective teachers seemed like a golden opportunity.

Under the terms of the program, the state would provide loans for her tuition and she would pay them back by teaching in a Connecticut school. State officials at the time were predicting dire teacher shortages and, to Ms. Katz, there seemed to be no question she could get a job in the field.

Today, however, after five years and more than 100 fruitless attempts to find a job in 50 different school districts across the state, Ms. Katz's is understandably less enthusiastic about the program.

In November, despite her best efforts to land a teaching job, the young woman must keep her part of her bargain with the state and begin paying back her loan at the rate of $340 a month. And that expense, she said, is hardly affordable on the wages she earns working as a waitress and a bank teller.

"If I had had any idea this would happen when I accepted the loan, I probably would have reconsidered," she said.

Like a number of other young people in the state, Ms. Katz is discovering she has become the inadvertent casualty of a combination of state education reforms that, in essence, worked too well.

Owing to the state's efforts to increase teacher salaries and make the profession more attractive, the teacher shortages predicted by state education officials in the early 1980's never materialized. Now, according to state Commissioner of Education Gerald N. Tirozzi, Connecticut has a surplus of qualified teaching candidates in virtually every specialty area.

Students such as Ms. Katz, unable to find teaching jobs in a suddenly tight job mar-

Continued on Page 7

Parents as Partners:

Redefining the Social Contract Between Families and Schools

Jeffrey High

Besides the school, the family is the other crucial institution that shapes the life of a child.

So it is a little ironic that Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, had to urge last month: "Let's declare that—during the decade of the 90's—our goal will be to have all parents become full partners in the education of their children."

The sad truth is that far too many parents and teachers find themselves strangers. Separated by vast bureaucracies, mutual fear, and the lack of time and energy, parents and educators have slid into a polite, but distant, relationship.

Upheavals in family structure and in schooling are forcing both parties to reassess their respective roles.

In the months ahead, *Education Week* will examine efforts to redefine the social contract between parents and schools as America heads toward the 21st century.

The series opens with an eight-page special report that begins on page 17.

Court To Decide On Obligations in Unitary Districts

By William Snider

WASHINGTON—The U.S. Supreme Court last week agreed to decide whether school boards have a continuing obligation to adhere to court-ordered desegregation plans once their districts are declared "unitary," or legally desegregated.

The case, *Board of Education of Oklahoma City Public Schools* v. *Dowell* (Case No. 89-1080), is the first major desegregation case accepted by the Justices in nearly a decade, and could settle one of the main unresolved issues in the field.

The Court's decision in the case could have a significant impact in dozens of school districts that have fulfilled desegregation orders and been declared unitary, but are unsure whether they must seek court approval to change student-assignment plans, civil-rights experts say.

"Currently, there is no 'law of the land' relative to the rights and obligations of school boards after the trial court determines that a formerly segregated school system is 'unitary,' " the National School Boards Association said in a friend-of-the-court brief urging the Justices to hear the case.

"The lack of clarity in the law may force school boards to decline to make any changes

Continued on Page 42

Lawmakers In Ky. Approve Landmark School-Reform Bill

By Reagan Walker

FRANKFORT, KY.—Kentucky legislators last week handed educators a roadmap to reform when they approved a landmark education-improvement and revenue package.

Passage of the bill was lauded by many as the most important action taken by the General Assembly this century and one of the most comprehensive restructuring efforts ever undertaken by a legislature. The General Assembly was under a state supreme court order to revise the school system.

"This package has been hailed as one that will move Kentucky from last to first," said Greg Stumbo, the House majority floor leader, when the House voted last week to concur with the Senate version of the bill.

The vote to accept the Senate bill meant that the measure could bypass a conference committee, and thus move directly to the Governor for his signature.

The vote came after nearly a month of emotional and sometimes confrontational debate, and only one day before the session ended. But the final majority for the extraordinary bill apparently was achieved through rather ordinary political means.

House leaders reportedly dangled certain construction projects in front of re-

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IN SUMMARY

Expulsions Urged
A new report on crime and violence in the Los Angeles schools has called for a major increase in the use of expulsion for students found to have committed serious offenses. **Page 8.**

Poland's Changing Schools
Wiktor Kulerski, the leader of Poland's Teacher Solidarity and a newly named first deputy minister of education, discusses recent changes in his country's educational system. **Page 10.**

Troubled by Tobacco
Reluctant to endorse cigarette smoking, the District of Columbia Board of Education will decide this week whether to reject a $1-million grant from the Philip Morris Corporation. **Page 11.**

A Blow to Chapter 2
Federal aid to religious schools under the program is unconstitutional, a U.S. district-court judge ruled last week in a case challenging public support for such schools in Louisiana. **Page 30.**

Turmoil in Texas
The Texas House has rejected a bill to equalize the state's school-funding formula, forcing lawmakers to begin a second session to fashion a plan by the court-imposed May 1 deadline. **Page 30.**

School-Funding Amendment
The California Teachers Association will support a proposed constitutional amendment that would alter the state's school-funding guarantee and relax the ceiling on state spending growth. **Page 32.**

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CONVENTIONS IN PRINT
An Education Week guide to the annual convention of the National Association of Elementary School Principals in San Antonio, Texas.
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ACROSS THE NATION

STATES

Castor Calls For Revamping Florida's Statewide Testing Program

Florida would streamline its statewide testing program and assess a broader range of student abilities under legislation proposed by Commissioner of Education Betty Castor.

"We do too much testing, and we do the wrong kind of testing," Ms. Castor said.

The legislation, which is based on the recommendations of a task force appointed by Ms. Castor, calls for scrapping the state's tests of minimum skills in grades 3, 5, 8, and 10, as well as the minimum-competency test required for high-school graduation.

In their place, the legislation proposes, districts would administer norm-referenced achievement tests and writing tests in grades 4 and 7, and the state would administer a nationally normed achievement test—which also includes a writing component—in grade 10.

The state would also create a competency test for grade 11, which students must pass in order to earn a high-school diploma. Students who performed well on the 10th-grade test, however, could be granted a waiver from taking the competency test.

Attendance Laws May Not Apply To Indians, Iowa Court Rules

School districts in Iowa cannot enforce compulsory-attendance laws against Indian families unless their tribal governments have specifically agreed to uphold those laws, the state supreme court has ruled.

The court ruled last month that unilateral application of the state's compulsory-education law would "interfere with tribal self-government."

Specifically, the court ruled that the South Tama School district could not compel Anna Lee Bear and Archie Bear, members of the Sac and Fox Tribe of Mississippi in Iowa, to send their son to school.

According to court papers, the Bears, who live on the Tama Indian Reservation, were charged with three counts each of failing to obey the attendance law during the 1987-88 school year. Lawyers for the state also charged that the Bears ignored orders to appear before a local magistrate on those charges.

But the court held that because the Sac and Fox tribal government has never consented to obey Iowa's compulsory-attendance laws, the federal courts have "exclusive jurisdiction" in the matter.

The court also found, however, that the state could prosecute Ms. Bear on criminal harassment charges that stemmed from the disagreement over school attendance.

■ **The Texas Education Agency's recent implementation of a program that uses Social Security numbers to identify students has met with resistance from Hispanic and civil-liberties groups.**

The groups say they fear the U.S. Immigration and Naturalization Service will use the system to track undocumented aliens.

Parents of all public-school students in the state were asked to submit their children's Social Security numbers by March 16. Children whose parents did not submit the numbers were assigned an eight-digit number preceded by an "S."

An education agency spokesman said the identification numbers will be used to establish a computerized information system to aid in the transfer of records among districts. He added that the agency is prohibited by state law from sharing the information with federal agencies other than the Education Department and the Office of the General Controller.

But Joe Cook, president of the Dallas Civil Liberties Union, said that asking students to submit a Social Security number violates their right to privacy, and that he is skeptical of the state's assurances that the information will be used properly.

■ **The hiring practices of the Colorado School for the Deaf and Blind have come under fire in a new report by a team of state auditors.**

Investigators from the Colorado legislative audit committee said the Colorado Springs school may have endangered the well-being of its 161 students by failing to check its employees' backgrounds for possible criminal records.

They said the school had hired a thrice-convicted rapist as a dormitory supervisor and hired other employees who had arrest records for burglary, resisting an officer, and shoplifting.

In addition, according to the report, one staff member was listed on the state's central child-protection registry—a list of people suspected of abusing or neglecting a child.

Gordon Kaufman, superintendent of the school, said the harshly worded report was misleading. He noted, for example, that the convicted rapist had resigned less than a week after he was hired. He left after the school's personnel director contacted the local police department in search of information about the man.

Mr. Kaufman also said the Colorado Bureau of Investigation had repeatedly failed to honor his requests for the criminal records of employees.

■ **A Pennsylvania judge has ruled that the Valley Forge Military Academy violated a senior cadet's rights under the state's "student bill of rights" when it expelled him for allegedly possessing a small amount of marijuana.**

The ruling last month by Delaware County Court Judge John V. Diggins is thought to be the first in the state to apply Pennsylvania's student bill of rights to a private school.

The judge said the prestigious private school in Wayne had violated the 1984 law when it refused to allow 17-year-old Joseph Christopher Ciccarelli to have a lawyer or his parents present during a hearing on the charge against him.

The judge also noted that the school failed to inform the student of the allegation against him, provide him with adequate notice of the hearing date, or allow him to confront his accusers—all requirements under the state law.

Mr. Ciccarelli was expelled in January after school officials conducted an impromptu search of luggage belonging to students leaving for a school-sponsored ski trip. The bag of marijuana allegedly was found in the boy's ski pants, which had been hanging in another student's room for several days before the search.

The court ordered the academy to reinstate Mr. Ciccarelli. The academy is expected to appeal the decision.

■ **Nonpublic schools seeking state accreditation in Mississippi will be charged for copies of three standardized tests** under a new policy of the state board of education.

Each of the 49 nonpublic schools seeking accreditation from the state department of education will pay a per-pupil fee for the tests, a spokesman for the department said. Schools seeking state accreditation must administer the tests to their students.

The board, concerned over spending state money on private and parochial schools, adopted the policy last month. The decision will cost the schools a total of about $16,000 this year, officials said.

■ **A New York student who was living with her aunt must attend school in the district where her parents live**, a federal district court judge has ruled.

In a summary judgment, U.S. District Judge Thomas McAvoy wrote that "there is no presumption that the child's residence is wherever the child is presently located."

The case, *Rogowski* v. *New Hartford Central School District*, involved a student who said she lived with her aunt in the New Hartford, N.Y., school district. Her parents lived in Utica, in another district.

The New Hartford district originally agreed that the student could attend school there, and she enrolled in junior high in January 1987. But after an internal investigation, the district's lawyer said, school officials determined that she did not live in the district, and she was expelled in Sep-

Students in Space

AP/Newsfinder

Students from McKinley Middle School in Racine, Wis., work underwater to prepare for the feeling of weightlessness they will experience during a simulated space shuttle flight later this month. The students will spend 50 hours in the simulator.

PARENTS as Partners

Redefining the Social Contract Between Families and Schools

Jeffrey High

By Lynn Olson

Ask educators who has the most influence in determining whether a child succeeds academically, and they will almost always answer "parents."

Schoolpeople understand that parents are their children's first and primary teachers, that they are the only ones who follow a child's progress from year to year and during nonschool hours.

"Trying to educate children without the involvement of their family is like trying to play a basketball game without all of the players on the court," argues Senator Bill Bradley of New Jersey, a staunch advocate of family-school collaboration.

But while educators acknowledge parents' importance in theory, they fall short of acting on their beliefs in practice. True, there are schools here and there that reach out to parents and treat them as equal partners in the education of their children.

But far more schools bar parents from observing classes, schedule meetings during the day when working parents cannot attend, and in countless other ways send the message that parents are unimportant and unwelcome.

"Surprisingly large numbers of parents are excluded from even the most common communications with schools," notes Joyce L. Epstein, director of the Effective Middle Schools Program at Johns Hopkins University in Baltimore.

Surveys she has conducted of teachers, principals, parents, and students in 600 Maryland elementary schools found that more than a third of parents had no conference with a teacher during the school year. About 60 percent had never talked with a teacher by phone. And most had never been involved in deep or frequent discussions with teachers about their children's progress.

As the two major forces entrusted with educating and socializing children in society, parents and teachers should be natural allies. But far too often, they find themselves on opposite sides of an exceedingly high fence.

Some of the blame rests with educators, who fear parents' looking over their shoulders or interfering in their classrooms.

But part of the fault also lies with parents. According to the 1987 Metropolitan Life Survey of the American Teacher, a majority of both parents and teachers agreed that many or most parents leave their children alone too much after school, fail to discipline them, fail to motivate them to learn, take too little interest in their children's education in general, and neglect to see that their children's homework gets done.

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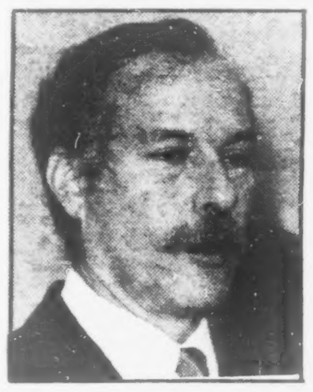
Despite Common Commitment to Children, Parents, Teachers Often Find Themselves at Odds

Until recently, lack of attention to the role of families in education has amounted to a 'parent gap' in school reform.

–Dorothy Rich

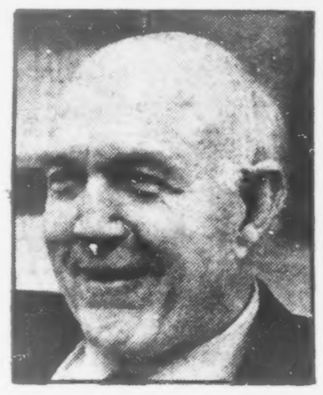


People are recognizing that the notion the school can be hermetically sealed and can do it without the parents is an illusion.

–Henry M. Levin

We've got to take the time after a busy day to read with our kids . . . pass along the values we learned as children.

–President Bush



Family as we conceive of it no longer corresponds to family as it now exists.

–James S. Coleman

Continued from Page 17

It is a "great irony," writes Sara Lawrence Lightfoot in her now-classic study, *Worlds Apart: Relationships Between Families and Schools*, that "families and schools are engaged in a complementary sociocultural task and yet they find themselves in great conflict with one another."

A Distrust That Remains 'Smoldering and Silent'

Until recently, lack of attention to the role of families in education has amounted to a "parent gap" in school reform, according to Dorothy Rich, founder of the Home and School Institute Inc.

A Nation at Risk, the most famous of the reform reports, addressed parents only in a postscript: "As surely as you are your children's most important teachers, your children's ideas about education and its significance begin with you."

The document urged parents to participate actively in their children's schooling, but remained silent about what schools should do to help.

Now, that is changing.

"People are recognizing that the notion the school can be hermetically sealed and can do it without the parents is an illusion," says Henry M. Levin, professor of education and economics at Stanford University.

Measured by rhetoric, at least, parent involvement has never fared better.

In his State of the Union Message in January, for example, President Bush said: "We've got to take the time after a busy day to sit down and read with our kids, help them with their homework, pass along the values we learned as children. And that's how we sustain the 'state of the union.' "

Nearly every major report on schooling released in the past year has emphasized the role of parents in making education work.

"Families and middle-grade schools must be allied through trust and respect if young adolescents are to succeed in school," argues *Turning Points*, the 1989 report of the Carnegie Council on Adolescent Development.

"If our nation is to progress toward a goal of a 100 percent graduation rate by the year 2000," states the Council of Chief State School Officers in a report released last month, "we must take every possible step to strengthen the resources of the family and connect them to the schools."

Beyond the Rhetoric

Scattered across the country are places where action is following words, where pieces of the home-school relationship are being nurtured and developed.

States such as Arkansas and Missouri have created programs to help parents prepare youngsters for learning before they reach school age. Others, including South Carolina and California, have adopted policies for reaching out to parents once their children begin school.

A few states, such as Connecticut and New York, are experimenting with efforts to place comprehensive services for families within school buildings.

Similar changes can be found at the school and district levels. The most radical experiment is in Chicago. There, a parent-led council at each school has the power to hire and fire principals, develop a school-improvement plan, and eventually take control of much of the school's budget.

Numerous states and districts have also passed or are considering proposals that would give parents a choice about which school their child attends—one of the most direct ways for parents to influence their children's education, advocates argue.

And a few states, including Hawaii and Colorado, are trying to set an example for the business community by giving their employees paid time off to attend parent-teacher conferences and other school events.

Nonetheless, most parent-involvement efforts remain fragmented, narrow in scope, and sporadically funded.

Experts say the relationships between most schools and parents range from polite but not intimate to wary and distrusting.

The sheer size of many schools and districts makes it difficult for educators to know families individually.

Lay school boards—whose members are not necessarily parents—make many of the central decisions about learning. And a burgeoning bureaucracy has left both parents and teachers feeling isolated and bewildered.

Middle-class parents—and those who send their children to religious or private schools—have probably suffered least from such dislocations. But in urban areas, where a growing proportion of poor and minority parents confront a predominantly white, well-educated teaching force, the relationship has become frayed indeed.

Inevitable Conflicts?

Part of the antagonism may be a natural byproduct of the different roles that parents and teachers play in children's lives.

Parents want what is best for their children, Ms. Lightfoot notes, while teachers search for standards of "fair-

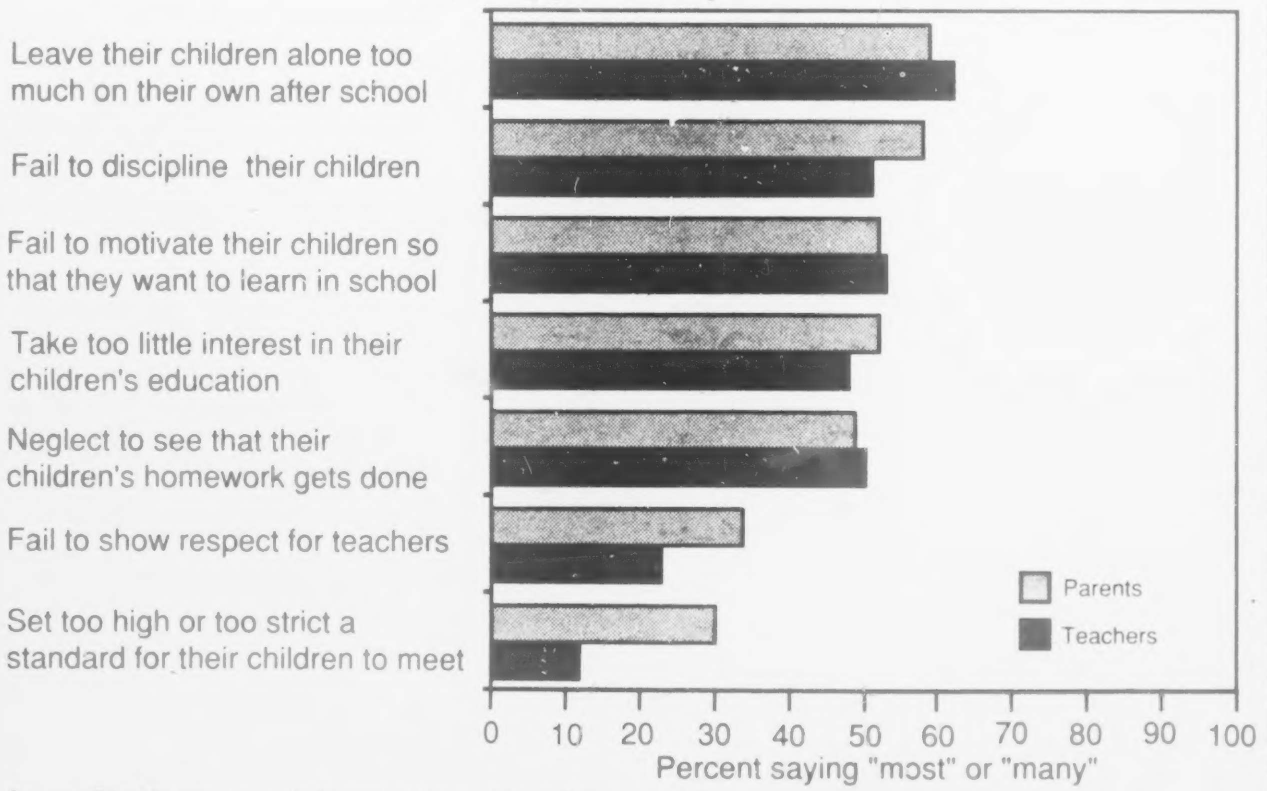
Children Under 18, By Head of Household

	1970 %	1980 %	1987 %
Two-parent	87.2	78.4	73.0
One-parent	12.8	21.6	27.0
Female-headed	11.5	19.4	23.7
Male-headed	1.3	2.2	3.2

Source: U.S. Bureau of the Census

Criticisms of Parents

How many parents do you think . . . ?



Source: The Metropolitan Life Survey of the American Teacher, 1987

Cleo Freelance Photo

AP/Wide World

Once children enter school, teachers assume much of the responsibility for the education and socialization of youngsters. But while parents and teachers should be natural allies, they often find themselves on opposite sides of an exceedingly high fence. At left, three mothers watch their 2nd-graders on the first day of school in Racine, Wis.

ness" that apply to all the youngsters in their classroom.

When parents sense that the particular needs of their children are being slighted, it can even lead to the kinds of adversarial advocacy that have characterized litigation over special education during the 1970's and 80's.

As parents and teachers argue about who should control a child's life in school, Ms. Lightfoot contends, conflict is inevitable.

"The ambiguous, gray areas of authority and responsibility between parents and teachers exacerbate the distrust between them," Ms. Lightfoot writes. "The distrust is further complicated by the fact that it is rarely articulated, but usually remains smoldering and silent."

An 'Organically Related' Whole

Yet, the ties between parents and teachers have not always been so tenuous.

In 19th-century rural America, children acquired much of their moral, vocational, and academic learning from families and neighbors. Schools supplied only part of the education that a community provided.

"A child growing up in such a community," writes David B. Tyack in *The One Best System: A History of American Urban Education*, "could see work-family-religion-recreation-school as an organically related system of human relationships."

Schools in such environments were often the focus of people's lives outside the home. "Most rural patrons had little doubt that the school was theirs to control," Mr. Tyack notes, "and not the property of the professional educator."

Indeed, teachers were often kith and kin to those they taught, or boarded in the homes of area families.

Such symbiotic relationships rarely characterized the connections of most black families to the schools, or the experience of other ethnic minorities. But they would persist in many rural areas until after World War II, when consolidation would speed the demise of the one-room schoolhouse.

By the beginning of the 1890's, however, a far different model was developing in large urban districts. There, reformers asserted that industrialization and a growing immigrant population required a new kind of schooling: one that was more standardized, more bureaucratic, and run by professionals.

As the organization of urban schools shifted, the locus of power moved with it: from the control of laymen—including parents—to that of professional educators.

"With the professionalization of teaching, and particularly of administration, in the 1920's, 30's, and 40's, the feeling developed that parents should be held at arm's length from the schools," says Lawrence A. Cremin, the Pulitzer Prize-winning historian, "and that professionals should make the decisions about what education is best."

By the 1950's, Ms. Rich says, such attitudes had led to a widely accepted assumption that the "school could do it all," that parents and other community forces were no longer needed to educate students.

The 1960's brought a revival of parental advocacy both inside the system—through such federally mandated programs as Title I compensatory education—and outside, as in the "community control" movement.

But the civil-rights conflicts of the 60's also served to increase the distance between many schools and their surrounding communities.

In more recent years, efforts to shift key decisions about schooling to the state and district levels—and away from individual schoolhouses—have attenuated that relationship even further.

Parent-School Connections

For each of the following aspects, please tell me whether you would rate your school excellent, good, fair, or poor on that aspect.

	Excellent %	Good %	Fair %	Poor %	Not Sure or Not Applicable %
Parents:					
The availability and responsiveness of teachers when you need to contact them	38	38	16	8	1
The amount of support for the school shown by the parents	26	41	23	9	1
The relations between parents and teachers in your school	25	47	21	7	1
Teachers:					
The availability and responsiveness of parents when you need to contact them	16	38	34	12	1
The amount of support for the school shown by the parents	22	36	31	11	*
The relations between parents and teachers in your school	18	52	24	5	*

* Less than 0.5%.

Source: The Metropolitan Life Survey of the American Teacher, 1987

Satisfaction With Frequency of Contact

How satisfied are you with the frequency of contact you have with your child's teachers and school —very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?

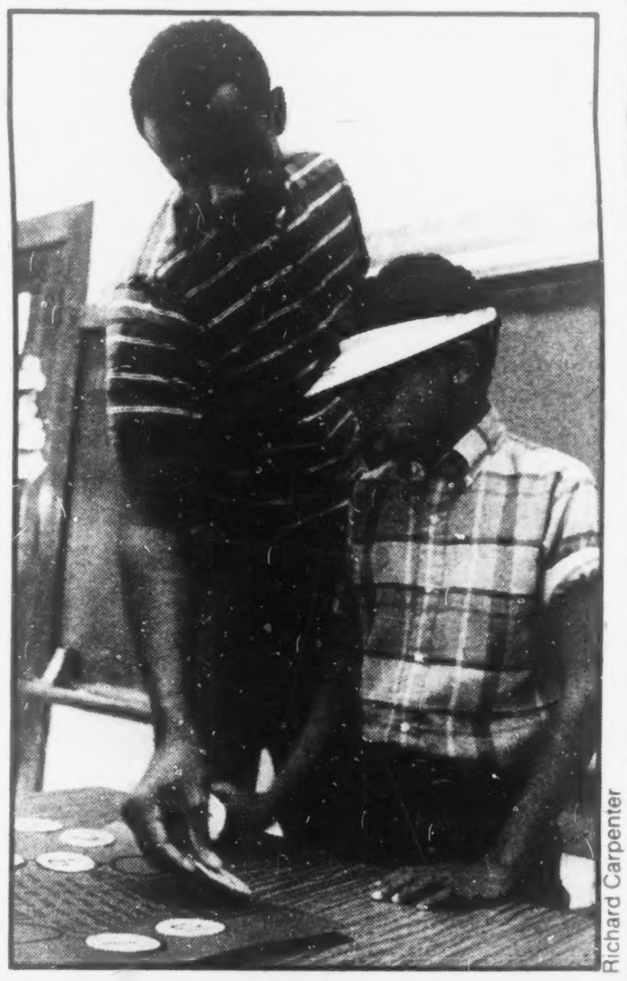
	Very Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Very Dissatisfied
Total Parents	53%	32%	10%	5%

How satisfied are you with the frequency of contact you have with your student's parents —very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?

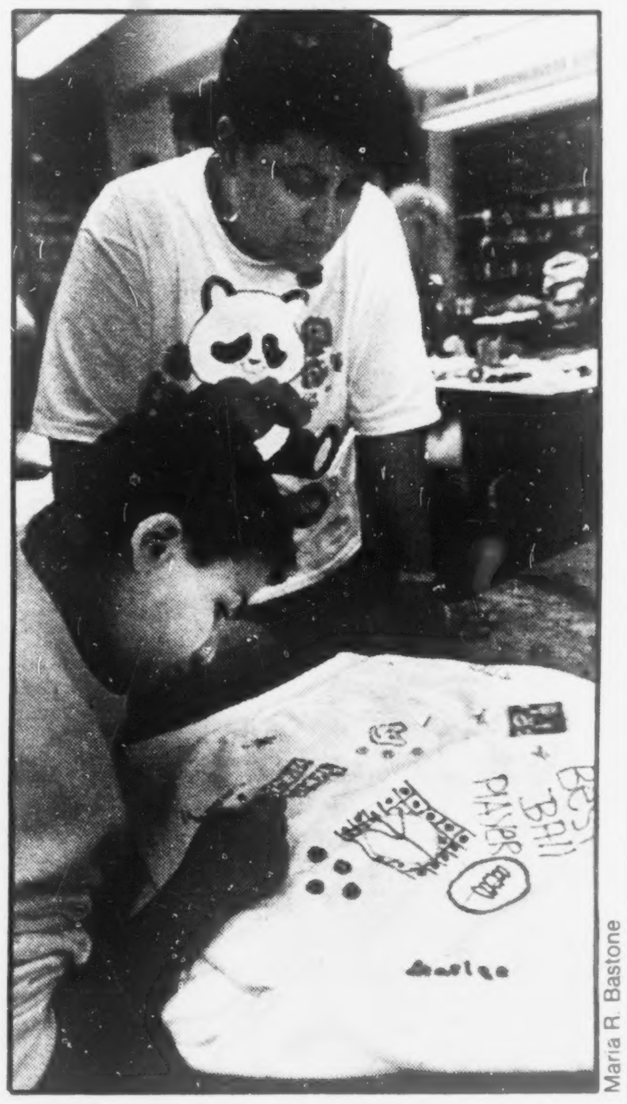
	Very Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Very Dissatisfied
Total Teachers	33%	45%	18%	4%

Source: The Metropolitan Life Survey of the American Teacher, 1987

Experts contend that the presence of parents and other community members in the schools helps heighten a child's sense of belonging and reduces the dissonance between home and school. In addition, social events can provide an opportunity for parents and teachers to interact in relaxed and positive ways.



Richard Carpenter



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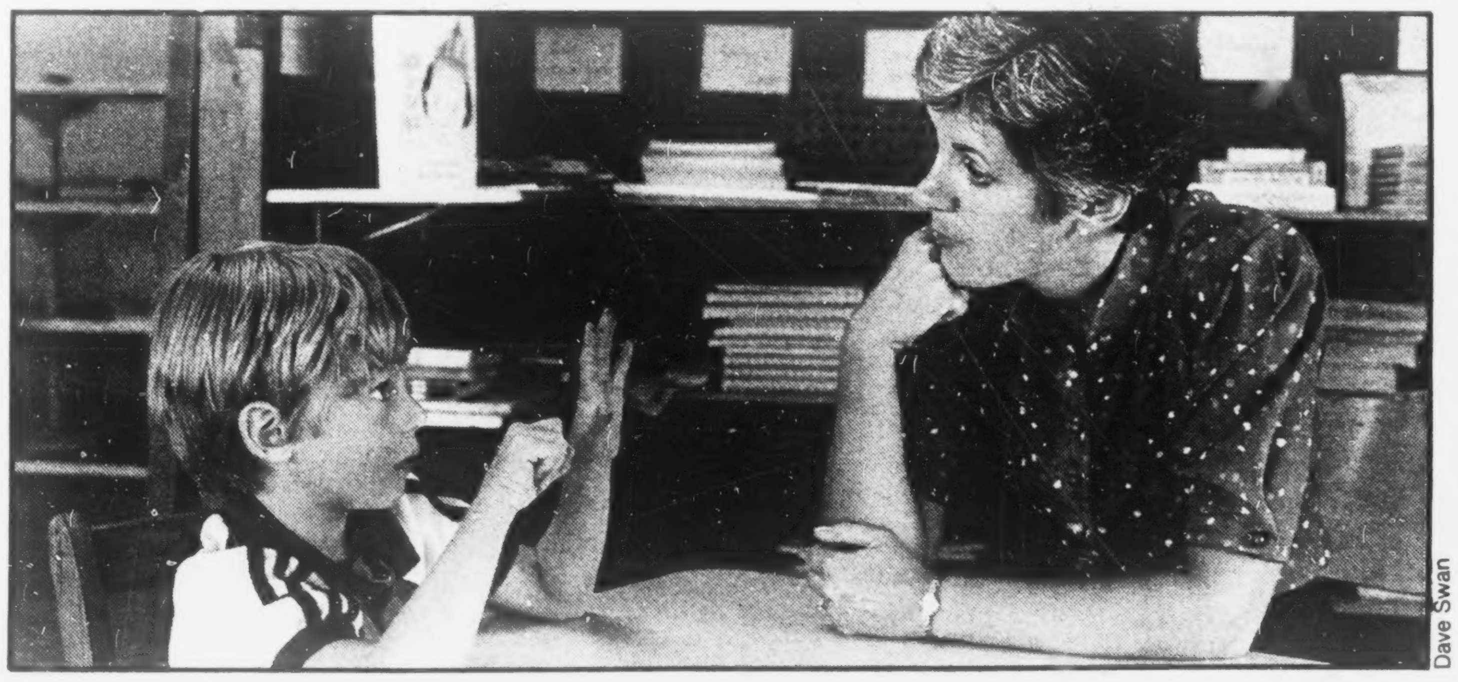

Dave Swan

The American Family: An 'Imperiled' Institution

Today, unprecedented stresses on the family and upheavals in the family structure itself are providing an impetus for reconsidering the ties between schools and communities.

"The longer it goes, the more I'm beginning to suspect that—in America today—the family is a much more imperiled institution than the school," said Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, in a speech to the National Governors' Association last month.

The rapidly changing dynamics of American families are having reverberations throughout society. But nowhere have those changes hit harder than in the public school system, which is itself undergoing major upheavals.

As James S. Coleman, professor of education and sociology at the University of Chicago, phrases it: "School as we conceive of it implies family as we conceive of it. Yet, family as we conceive of it no longer corresponds to family as it now exists."

For example:

- Sixty percent of today's students live in families where both parents—or the only parent—work. By 1995, two-thirds of all preschool children, and four out of five school-age youngsters, will have mothers in the labor force.
- Demographers predict that half of all first marriages today will end in divorce. Already, two out of five children under age 18 live in stepfamilies or with a single parent.
- One out of every five children lives in poverty, and the rate is twice as high among blacks and Hispanics.
- During the past two decades, waves of immigrants—from Latin America, the Caribbean, and Southeast Asia—have filled the schools with children whose language and culture differs from that of most teachers.

As long as educators cling to the ideal middle-class image of the family, Ms. Lightfoot warns, they will not be able to search for constructive alliances with the majority of families who do not match that stereotype.

"Given increasing divorce rates, the growing numbers of single-parent families and families in which both parents work, and the general complexity of modern life, even children of well-educated, middle-class parents can come to school unprepared because of the stress their families are undergoing," asserts James

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Studies Link Parental Involvement, Higher Student Achievement

By Lisa Jennings

Although research on parental involvement in education is fragmented and diffuse, evidence suggests that family-school collaboration works.

Studies have consistently linked parental involvement with higher student grades and test scores, more positive student attitudes and behaviors, and improved school climates.

"Basically, people are coming to understand that if you involve parents, kids do better," says Anne T. Henderson, an associate with the National Committee for Citizens in Education, "but also that if you don't involve parents, kids don't do well."

In her 1987 synthesis of research on the topic, *The Evidence Continues to Grow: Parent Involvement Improves Student Achievement*, Ms. Henderson cited 49 studies that she contends provide undisputed proof of the positive correlation between family-school collaboration and student gains. For example:

- Students in schools that maintain frequent contact with their communities outperform those in other schools.
- Children whose parents are in touch with the school score higher on standardized tests than do children of similar aptitude and family background whose parents are not involved.
- Students who are failing in school improve dramatically when their parents are called in to help.

Parental Styles and Learning

Such findings should not be surprising, given a related body of research indicating the influence of parental attributes and behaviors on student learning.

In his explosive 1966 study, *Equality of Educational Opportunity*, James S. Coleman concluded that student achievement appeared to be more related to children's family backgrounds than to the material resources of the schools they attended.

According to Mr. Coleman, a professor of education and sociology at the University of Chicago, students' perceptions of themselves and their environment strongly influence academic success. And those perceptions are shaped largely at home.

A 1983 study by Reginald M. Clark, *Family Life and School Achievement: Why Poor Black Children Succeed or Fail*, reiterated the influence of parental values and behaviors on student learning. In an in-depth study of 10 poor, black families in Chicago, Mr. Clark concluded that the child-rearing style of parents—rather than their marital status, education, or income—determined a youngster's success in school.

In the homes of high achievers, parents communicated frequently with their offspring, provided strong encouragement of academic pursuits, set clear and consistent limits, monitored how children's time was spent, and offered a warm and nurturing environment.

A year later, Herbert J. Walberg, a professor of education at the University of Illinois at Chicago, would describe a "curriculum of the home" related to high student achievement. Its characteristics include parents and children who converse about everyday events, parental encouragement and discussion of leisure-time reading, joint monitoring and analysis of television viewing, and parents expressing affection for their children and interest in their academic and personal growth.

A similar vein of research by Sanford M. Dornbusch, director of Stanford University's Center for the Study of Families, Children, and Youth, has documented a consistent relationship between how parents interact with and respond to their children and positive student performance.

In a survey of 8,000 San Francisco Bay-area high-school students, Mr. Dornbusch found that youngsters with "authoritative" parents tended to have better grades. Such parents set clear rules and standards for their teenagers, encouraged a verbal give-and-take, and recognized the rights of both adults and children.

Children of authoritative parents were deemed to be more socially responsible and more independent, and they exhibited more developed social and cognitive skills.

If schools could somehow influence or build on the relationship between parents and youngsters in their homes, such research suggests, they could provide a powerful spur for academic learning.

But parent involvement alone may not be able to overcome the effects of poverty.

In a study of the parents of 700 6th graders in Oakland, Calif., Charles S. Benson, a professor of education at the University of California at Berkeley, concluded that parental participation helped students achieve more in school, regardless of their family's income, but that it did not close the gap between poor and nonpoor children.

Widespread Effects

Involving parents in their children's schooling, however, has benefits beyond the rise and fall of test scores and student grades. It is also related to more positive attitudes toward teachers and schools, improved teacher morale, and enriched school climates.

Research by Joyce L. Epstein, director of the Effective Middle Schools Program at Johns Hopkins University, has found that parents in classrooms where teachers encourage parental involvement are more likely than other parents to recognize that the teacher worked hard to interest them; feel that they should help at home; understand what their child is being taught in school; have a more positive attitude about the teacher's interpersonal skills; and rate the teacher higher in overall teaching ability.

In a 1979 study, Ira Gordon, a professor of education at the University of North Carolina, found that the more parents participated in multiple parent-involvement activities, the more the quality of the school environment improved.

Case studies by Don Davies, president of the Institute for Responsive Education in Boston, also indicate that staff morale is positively swayed by parent participation.

Other studies have demonstrated correlations between parent participation in schools and improved student attendance, a reduction in suspension rates for disciplinary reasons, and an improved attitude toward homework.

Benefits for Parents

Family-school collaboration can also benefit parents themselves.

During the 18 years that James P. Comer headed an experimental school-improvement program at Yale University's Child Study Center, many of the participating parents became so motivated that they eventually obtained General Educational Development diplomas. And seven parents went on to earn a college degree and enter a profession.

According to Dr. Comer, "the failure to bridge the social and cultural gap between home and school may lie at the

Continued on Following Page

Ed Drury/Flint Public Schools

Theresa Morrison and her daughter, Dava, work together on a puzzle as part of the "Families Learning Together" program sponsored by the Home and School Institute.

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P. Comer, Maurice Falk Professor of Psychiatry at Yale University.

Now that many teachers are also working divorced mothers, such circumstances no longer carry the stigma they once did. But schools have not adjusted well to the new family configurations.

"The changes in family structure that have been so pervasive make many of the mechanisms and ideas of the past for working with families apply only to a minority of parents," notes Sanford M. Dornbusch, director of the Center for the Study of Families, Children, and Youth at Stanford University.

"The afternoon PTA meeting doesn't get any of the working parents," he says. "The evening meeting has difficulty attracting the single parents. The lack of norms for the behavior of stepparents means they're often not involved in parent-school activities."

"Traditionally," Mr. Coleman notes, "the school has needed the support and sustenance provided by the family, in its task of educating children."

"Increasingly," he asserts, "the family itself needs support and sustenance from the school—and through the school, from the other families with children in the school—in its task of raising children."

To be effective, Mr. Coleman urges, schools must "change as families change, must be adjusted to the institution they complement."

The 'Difficult Part of Teaching'

Indeed, changing family circumstances are forcing many teachers to spend increasing amounts of time and energy on noninstructional demands. Broken homes, poverty, violence, and drug abuse are bringing thousands of children to school with needs well beyond the three "R's" of reading, writing, and arithmetic.

In a survey of 22,000 teachers, conducted by the Carnegie Foundation last year, 89 percent said "neglected children" were a problem, and about 40 percent reported "poor nutrition" among students.

"The difficult part of teaching is not the academics," one junior-high teacher told the Carnegie Foundation. "The difficult part is dealing with the great number of kids who come from socially stressed homes."

But schools and teachers have traditionally balked at the notion of becoming social workers, a role for which they are neither equipped nor trained.

Rather than building on parents' strengths to alleviate children's distress, many educators continue to characterize parents as part of the problem.

Often, teachers say they are being unfairly asked to take on roles that the parents have abdicated.

"What I get frustrated with is not the kids," says Madre Mack, a mathematics teacher at the Graham Park Middle School in Prince William County, Va. "It's the adults. I feel I have to take up where they leave off."

"There's not enough time spent with the children," she asserts. "There's not enough support. There's not enough communication."

In response to such concerns, states such as Arkansas have passed laws allowing parents to be fined when their children skip school. Wisconsin was the first state in the nation to reduce welfare benefits for families whose teenage children have unexcused absences from class.

At least five other states—Florida, Illinois, Maine, Minnesota, and North Carolina—have since linked public assistance to school attendance, and several others are considering such plans.

"I know how educators feel when they see kids come to school who haven't been fed or look like they've been neglected or abused," says Anne T. Henderson, an associate with the National Committee for Citizens in Education.

"It just makes them sick. And I sympa-

Continued from Preceding Page

root of the poor academic performance" of many low-income children.

Dr. Comer's model attempts to break down the barrier of distrust between home and school by involving parents in school decisionmaking and in activities that support the school program.

By bringing mental-health professionals, educators, parents, and others together to focus on children's academic, social, and emotional development, Dr. Comer and his colleagues were able to reduce parental apathy and improve student achievement and attendance at two predominantly low-income elementary schools in New Haven, Conn.

Unanswered Questions

Despite such positive findings across a wide array of studies, however, research on parent involvement remains problematic and sketchy.

Although the correlation between parent involvement in education and student achievement has been well documented, there is little evidence of any direct, causal link.

"For the most part," Sharon Lynn Kagan, associate director of Yale University's Bush Center in Child Development and Social Policy, writes in a review of the research, "correlation studies of school-based parent involvement and achievement are not sufficiently precise to determine the mechanism by which achievement is influenced."

Because the reasons for involving parents in schools vary widely and the approaches to working with families are so diverse, research on the topic has been similary diffuse.

"What we need is a more robust research base; we are just not looking at this broadly enough," Ms. Kagan argues. "While some organizations are doing wonderful work, one or two organizations will not be able to counter decades of malaise."

Where To Focus Resources?

Because the research does not pinpoint which kinds of parent-involvement activities are most effective under different circumstances, practitioners continue to argue about where to focus their resources.

For example, some practitioners want parents to work with their children at home, based on research that indicates this helps individual children succeed. Others advocate bringing parents into the school, because that may have a carryover effect on the school climate as a whole and on average student performance.

A study by Ms. Epstein suggests that the two approaches may complement each other.

She found that having some parents active at the school itself encouraged teachers to request other parents to work with their youngsters at home.

Mr. Gordon's 1979 review of the research concluded that parent-involvement programs that are comprehensive and long-lasting—and that enable parents to assume various roles in schools—have the most effect on both students and school performance.

But until researchers can ferret out which kinds of parent-school partnerships are most effective in achieving which aims, such debates will probably continue.

Inside the 'Black Box'

"There is a recognition now that parental involvement is just plain common sense," says Mr. Davies of the I.R.E. "But what we need now is to look inside that 'black box' between parental involvement and student achievement to discover what works."

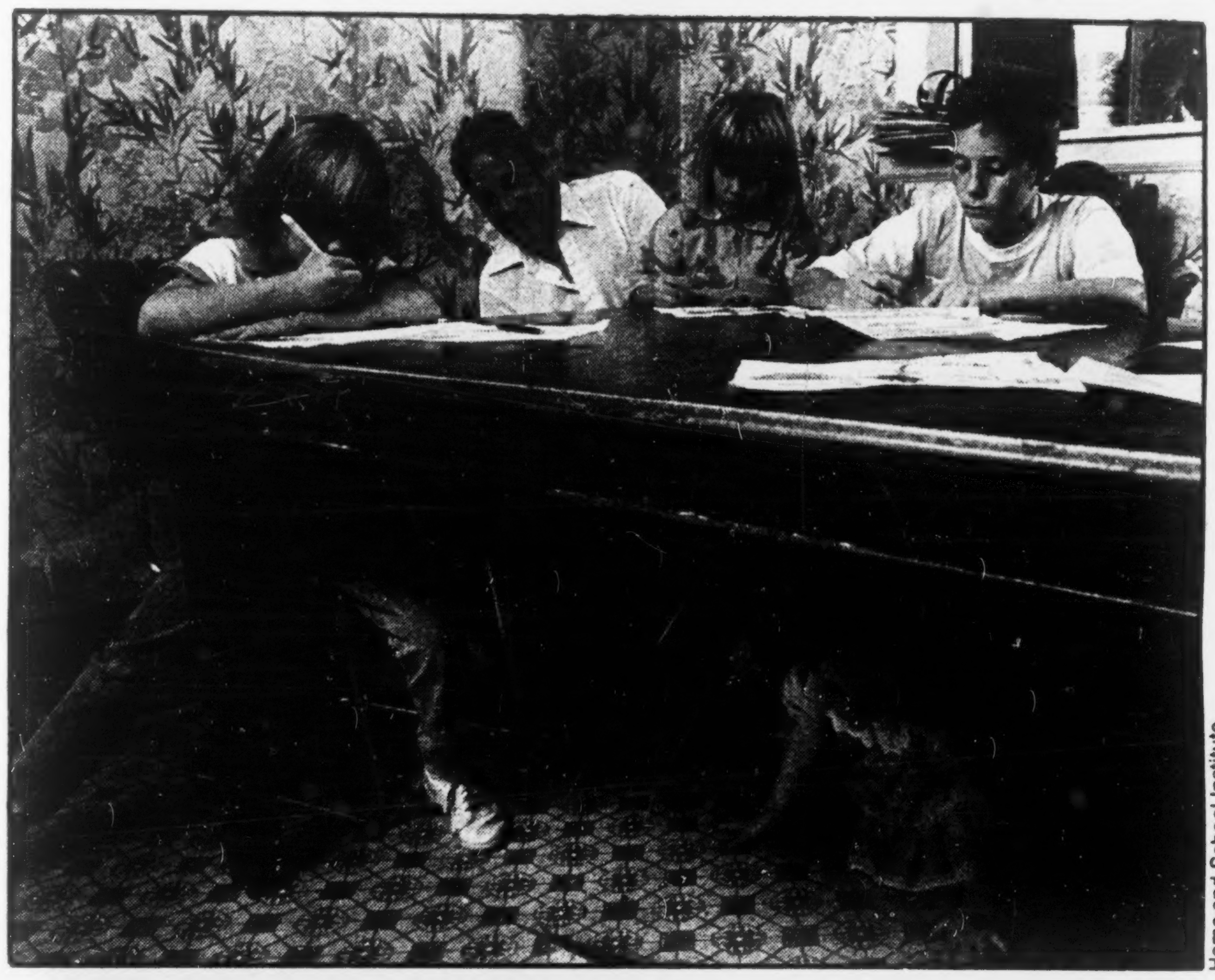
Today, a "second generation" of research may yield some clues in that direction, according to Ms. Epstein.

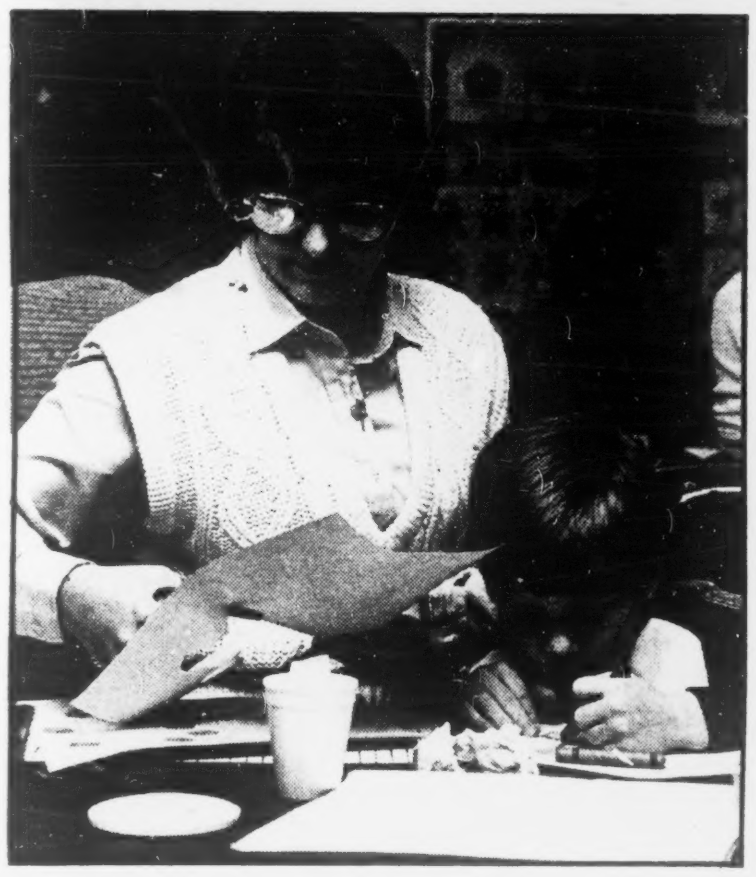
"It just isn't possible at this point to say that we have any real knowledge about what schools might do to work with families," she notes. "Now we are being forced to say, 'If families are important, what are we going to do about it?' "

In the next few months, Ms. Epstein is expected to release a long-awaited report that evaluates parent-involvement efforts in Baltimore.

In June, the I.R.E. is expected to release the results of a two-year project, "Schools Reaching Out," designed to test new ways in which schools and parents in low-income communities can work together. Two urban schools—one in Boston, the other in New York City—have served as laboratories for the project's work, which will be analyzed and evaluated by a national commission of scholars and practitioners.

Last month, the institute built on that project by creating a "League of Schools Reaching Out." The 24 schools in the network will share information about parent-involvement practices, promote successful programs, and provide for a stronger scientific foundation to support family-school collaboration.


Home and School Institute


In the absence of one particular recipe for success, an array of programs has sprung up in an attempt to redefine the social contract between parents and schools. In some, parents are encouraged to become involved in learning activities with their children at home. Above, Scott Morrow, a single parent of five, uses the MegaSkills program, developed by the Home and School Institute, to work with his children. In other programs, such as one in Worcester, Mass., parents are encouraged to visit their child's school to participate in activities designed to strengthen the home-school connection.

In addition, the Rockefeller Foundation in January launched a $15-million, five-year effort to replicate Dr. Comer's school-improvement model nationwide. It is currently used in about 100 schools across the country.

And the U.S. Education Department's office of educational research and improvement has announced plans to establish a research and development center on families and schools.

Indeed, growing interest in and attention to the topic of parent involvement in education has made many researchers hopeful about the future. But they remain cautious about whether such rhetoric will result in widespread change.

"It may be very fashionable now," Mr. Davies says, "but that doesn't mean there will be that much difference in practice."

"Where we can go from here," he cautions, "we'll have to wait and see." ■

Information for this article was also gathered by Senior Editor Lynn Olson.

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thize with that. When you see a kid who's way behind in school, who has problems learning and so on, you just tend to blame it on the family. It's a natural thing to do."

"On the other hand," she cautions, "it's really a minority of kids."

Perceptions among parents and teachers of the other side as uncaring or irresponsible serve to heighten the distance between them. Such images can lead to an escalating cycle of mutual blame and recrimination that Ms. Henderson views as largely unproductive.

'Dreams for the Future'

Many teachers tend to write off poor and minority parents, in particular, assuming that they cannot or will not contribute to their children's education. But recent research rebuts such beliefs.

Studies of poor and minority parents in Maryland, New England, and the Southwest have found that they care deeply about their children's education, but may not know how to help.

"We poor parents have dreams for our children's future," says Susie Stith, a resident in a Chicago public-housing project. "Education is crucial to us; it is our kids' only legal ticket to a better life."

Yet, in a study of approximately 350 teachers and low-income parents in Boston and abroad, Don Davies, president of the Institute for Responsive Education, found that most poor parents had little or no contact with the schools, and what communication they did have was negative.

Mr. Davies speculates that few low-income parents come to school on their own, both because they are intimidated by teachers and administrators and because of their own negative experiences as students.

According to Ms. Epstein's research, teachers who do not work with parents typically claim that adults with less than a high-school degree lack the ability or willingness to help their children.

But teachers who frequently use home-learning activities are able to involve parents of all educational backgrounds and socioeconomic levels.

"If schools don't work to involve parents," Ms. Epstein asserts, "then parent education and family social class are very important for deciding who becomes involved."

"But if schools take parent involvement seriously, and work to involve all parents," she adds, "then social class and parents' level of education decrease or disappear as important factors."

Based on her research, Ms. Epstein speculates that a relatively small percentage of parents have personal problems so severe that they cannot work cooperatively with teachers, given the proper assistance.

Creating Solutions: Parents as Partners

For the vast majority of parents and teachers, the tattered relationship between families and schools can still be repaired. But it will require a fundamental reorientation on the part of educators.

"Unless we can create schools in which parents are considered to be an important resource," Mr. Levin cautions, "in which there are decisions that parents can make that have meaning for their children and their schools, I think that parental involvement must necessarily be limited."

While schools can reward, demand, and cajole children to learn, experts argue, parents provide the building blocks that make such learning possible.

The technical term they use is "social capital." But what it amounts to are the home and community resources available to help children gain the self-esteem, motivation, and discipline needed for education.

"Many kinds of development, in social, psychological, emotional, moral, linguistic, and cognitive areas, are critical to future academic learning," Dr. Comer of

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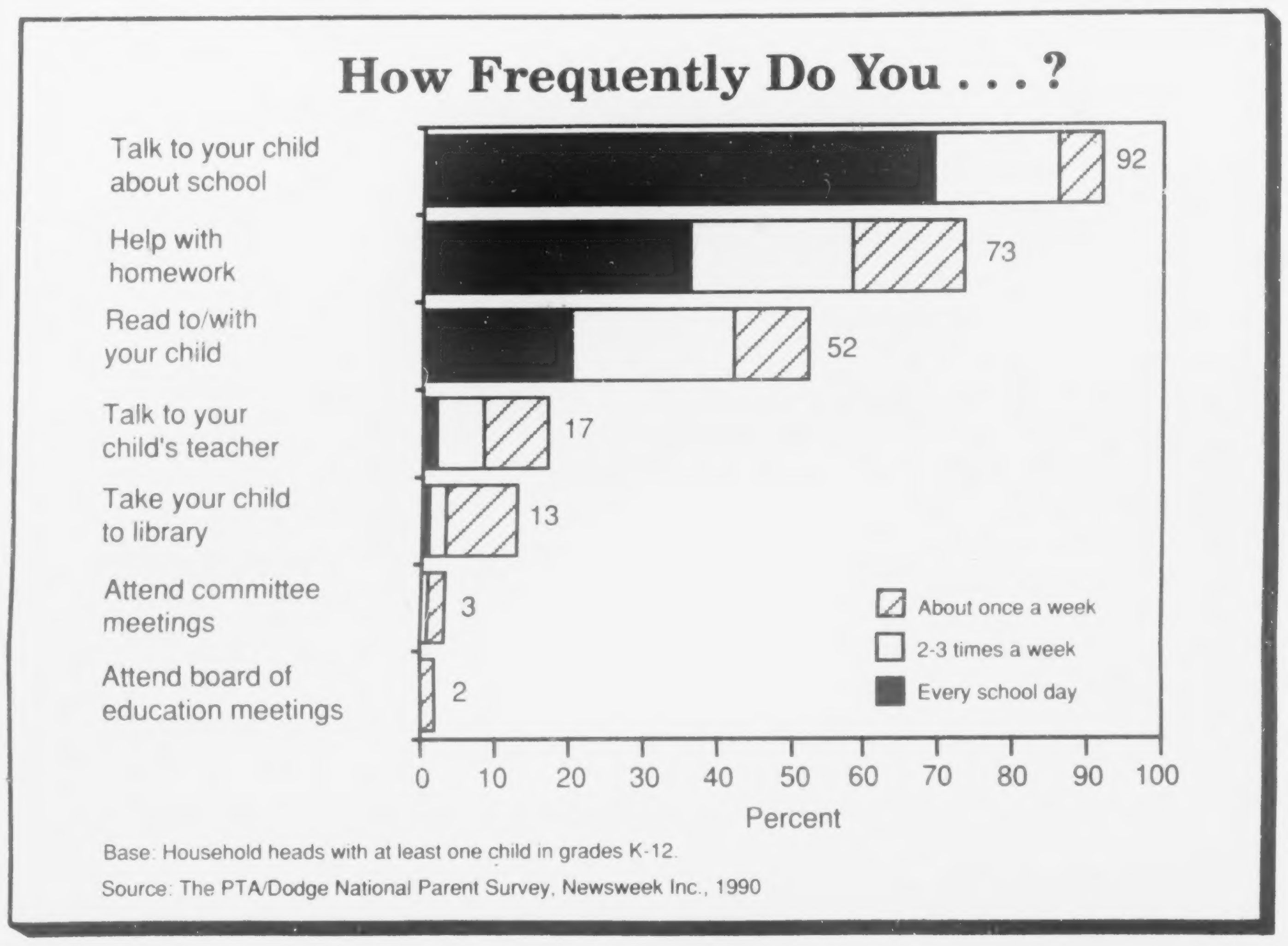
Parents, Teachers Seek To Repair Tattered School-Family Relationship

How Frequently Do You . . . ?



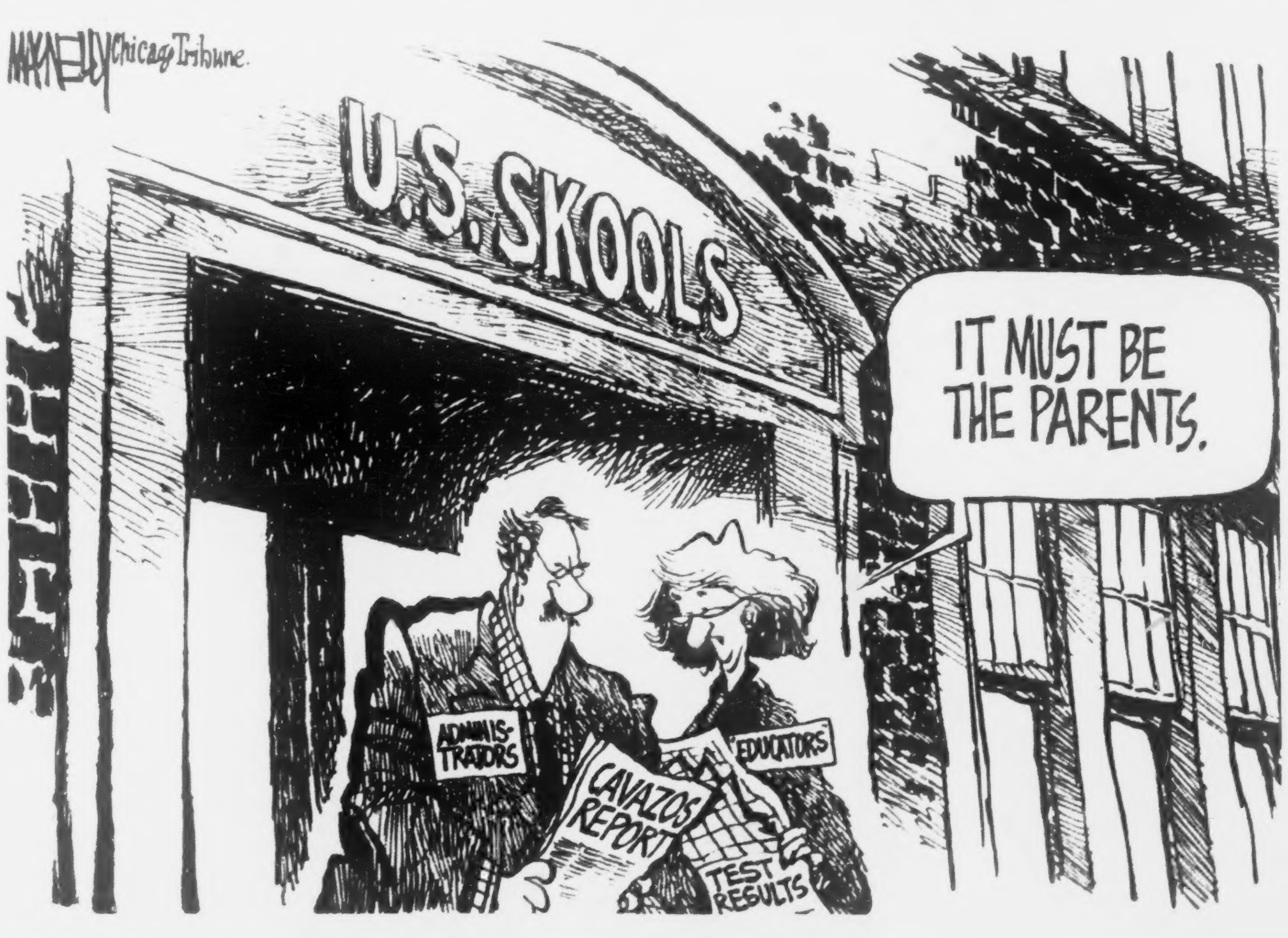
Base: Household heads with at least one child in grades K-12.

Source: The PTA/Dodge National Parent Survey, Newsweek Inc., 1990

AP/Newsfinder

Jeffrey High

Joyce L. Epstein, director of the Effective Middle Schools Program at Johns Hopkins University in Baltimore, estimates that more than 70 percent of parents have never been involved in traditional volunteer activities at their children's school. In Pittsburgh, above, Mary Bradley reads to schoolchildren at the Rehabilitation Institute as part of a foster grandparent program. And in Seattle, right, a parent-volunteer helps out in an elementary-school science class.



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the Yale Child Study Center says. "The attitudes, values, and behavior of the family and its social network strongly affect such development."

When family and school act in tandem to support a child's education, he asserts, the transition from home life to school goes relatively smoothly. But when the two cultures clash, or do not reinforce each other's work, children's academic learning suffers.

The 'Greatest Lever' for Growth

The most striking illustration of that assertion stems from the research of Mr. Coleman at the University of Chicago. In a 1987 study, Mr. Coleman and his colleague, Thomas Hoffer, found that Catholic high schools in general do a better job of educating students and have lower dropout rates than do public schools or most non-Catholic private schools.

They speculated that the difference lies in the strongly supportive community built up between parents and teachers at Catholic schools, based on a shared set of beliefs and values.

Such cohesive communities of adults are almost totally absent from most public schools, Mr. Coleman asserts, which for the last century have viewed their primary mission to be freeing children from the constraints and backgrounds of their families.

If the public schools could somehow reestablish a "true partnership" with the families of their students, speculates Edward Zigler, Sterling Professor of Psychology at Yale University, they could tap the "greatest lever" available for spurring children's growth and development.

Undergirding Mr. Zigler's contention are decades of research showing an overwhelmingly positive relationship between parents' involvement in education and student achievement.

In schools that value parents, findings include higher student grades and test scores, better long-term academic achievement, more positive attitudes and behaviors, and more effective programs.

But the research does not address which strategies are most effective for reaching out to which parents. *(See story on pages 20-21.)*

Reaching Children Early

In the absence of one particular recipe for success, an array of programs and practices have sprung up in an attempt to redefine the social contract between parents and schools.

Efforts to strengthen the learning environment of children under age 6, and to promote parental practices that would foster later success in school, constitute one of the most popular of the new approaches.

Such programs try to strengthen the family's capacity to raise its children by providing information about child development; offering advice on parenting; supplying guidance on child-rearing issues; and, when necessary, referring families to other community agencies.

To do so, they may rely on a combination of drop-in centers, home visits, developmental child care, parent-support groups, and parent education.

In 1984, Missouri became the first state to mandate that every district offer a program of parenting education to the families of infants and preschoolers. Since then, 32 states have launched similar efforts, primarily on a smaller scale.

A follow-up study found that at the end of 1st grade, children involved in Missouri's pilot project scored significantly higher on reading and math tests than a comparison group and had parents who were more involved in their education.

The cost-effective nature of such programs—and their emphasis on the primacy of the family—have earned them a growing cachet among policymakers, says Heather B. Weiss, director of the Harvard Family Research Project.

Just last month, the White House and all 50 governors announced as a goal that, by the year 2000, all parents will have access to the training and support they need to be their children's first teachers.

'Changing the Trajectory'

But efforts to reach out to families must not diminish once children reach school age, experts argue.

"The first five years of life are a very important period," Mr. Zigler acknowledges. "But it's become counterproductive in that it's become a magic period: If we just do everything we can during the preschool years, then everything is going to be wonderful during school."

"That's just not true," he adds. "Changing the trajectory of development of a child really calls for a lot of effort, and it has to be done year after year after year. That is why the family is so important, because the family is there year after year after year."

Yet, research indicates that teachers' efforts to work with families—and parents' attempts to remain involved in their children's education—drop off dramatically as children age. That decline is already evident as early as the 2nd or 3rd grade, and it continues to plummet throughout the middle- and high-school years.

"It's still not considered part of the professional portfolio of the educator to work with parents," Ms. Henderson of the N.C.C.E. complains. "Efforts to involve parents are seen as something supplementary to the school—a sort of luxury that's nice if you have the time and staff to do it."

A study by Mr. Dornbusch of almost 300 high-school teachers in the San Francisco Bay area found that most expressed a general reluctance to spend the increased amount of time and energy that working with parents would require.

Rebuilding Ties With Parents Of School-Age Children

Despite such findings, there are a variety of ways in which educators can reach out to parents with school-age children.

They range from improving the communications between home and school, to creating more informal forums in which parents and teachers can meet, to helping parents work with their children at home, or welcoming them into the decisionmaking structure.

Communicating with parents about school practices and about their children's progress is one of the most obvious ways to work with families.

But the form, frequency, content, and timing of such communications can vary widely. In an effort to make such communications more effective and meaningful, schools have developed multilingual documents; parent-resource centers within schools; and home visits by teachers or parent coordinators, who are specially hired for that purpose.

According to Ms. Henderson, these regular activities and contacts between parents and schools form the "core of the family-school relationship." But they have also been the least often noted and discussed by policymakers, in part because they appear so pedestrian.

School-Based Participation

Parents also can be involved at the school itself, by attending student performances, sports competitions, and workshops, or by serving as volunteers.

Mr. Comer asserts that the presence of parents and other community members in the schools may be particularly important for low-income children, because it heightens their sense of belonging and reduces the dissonance between home and school.

In addition, he notes, social events provide the one opportunity for parents and teachers to interact in relaxed and positive ways, "where the differences can be minimized and become unimportant."

Through such avenues, he says, schools can restore the trust and mutual respect that have been missing between teachers and parents since the early 1900's. Other studies suggest that if about one-third of parents in a school are reasonably active at the school itself, all children start doing better.

Unfortunately, a limited number of parents participate in such events.

A national survey released this month by *Newsweek* found that more than half of all parents said they had not attended a single back-to-school night since the school year began, while 54 percent had not gone to a single meeting of the PTA or other parent organization. Parents cited lack of time and conflicting work schedules as the most frequent reasons for their low participation.

Ms. Epstein estimates that more than 70 percent of parents have never been involved in traditional volunteer activities.

David L. Williams Jr., a researcher at the Southwest Educational Development Laboratory, speculates that parents steer clear of such roles in part because they have so little say in shaping them.

Most parent participation at schools is limited to activities that the "school deems appropriate," Mr. Williams asserts. "Typically, parents don't have input into that kind of involvement, or they have a limited range of things to select from."

Another study, published this year by the National Research Council, found that public schools with high minority enrollments are less likely to use volunteers and attract fewer of them than suburban schools do. Volunteers are also more likely to be white, well-educated, and middle class.

Unless schools tackle such problems directly and use diverse strategies to reach out to all parents, Mr. Davies of the I.R.E. suggests, they could end up widening the gap between poor and nonpoor students.

The 'Meat and Potatoes'

Because so few families have the time or inclination to participate in traditional school-based activities, educators are beginning to look at avenues for involving parents beyond the schoolhouse door.

"I'd like to see more attention to the type of involvement parents want most," Ms. Epstein says, "how to work with their own children at home in ways that help the student succeed and that keep the parents as partners in their children's education across the grades."

According to Ms. Rich, involving parents in learning activities at home constitutes the "meat and potatoes" of parent involvement.

These activities range from requesting that parents read to their children on a regular basis, to asking them to supervise and assist children in their homework, to providing games and other exercises that build on but do not duplicate in-school learning. For example, MegaSkills, the program developed by Ms. Rich, emphasizes special "recipes" that parents can use at home that supplement, rather than replicate, formal classroom instruction.

According to Ms. Epstein, strengthening such home-learning activities has the potential to reach more parents than any other type of family-school relationship.

"Although only some parents are active at school," she notes, "more than 90 percent help their children with homework activities at least once in a while."

Parents as Decisionmakers

An increasingly vocal sector of the parent community, however, is not content to sit at home and leave decisionmaking to others.

Since the late 1800's, parents have

Continued on Page 24

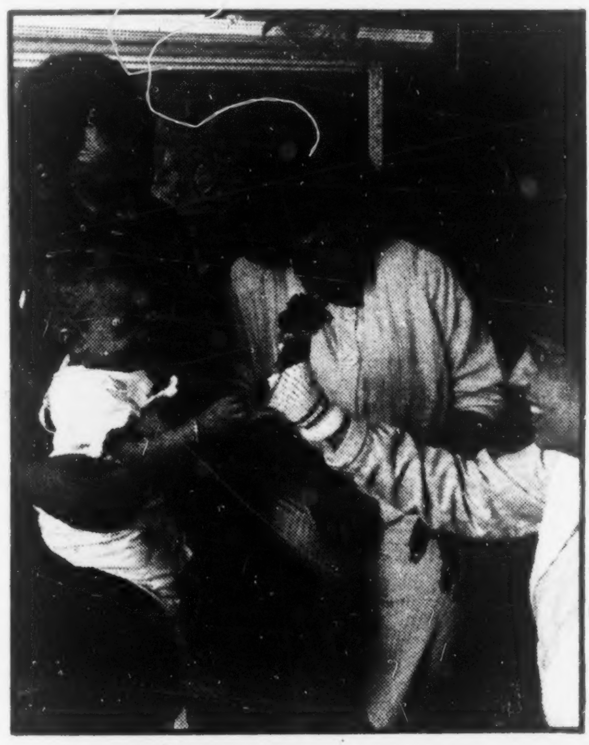
Parents and Teachers Evaluate Parental Involvement at Their School

Do you agree or disagree that . . . ?

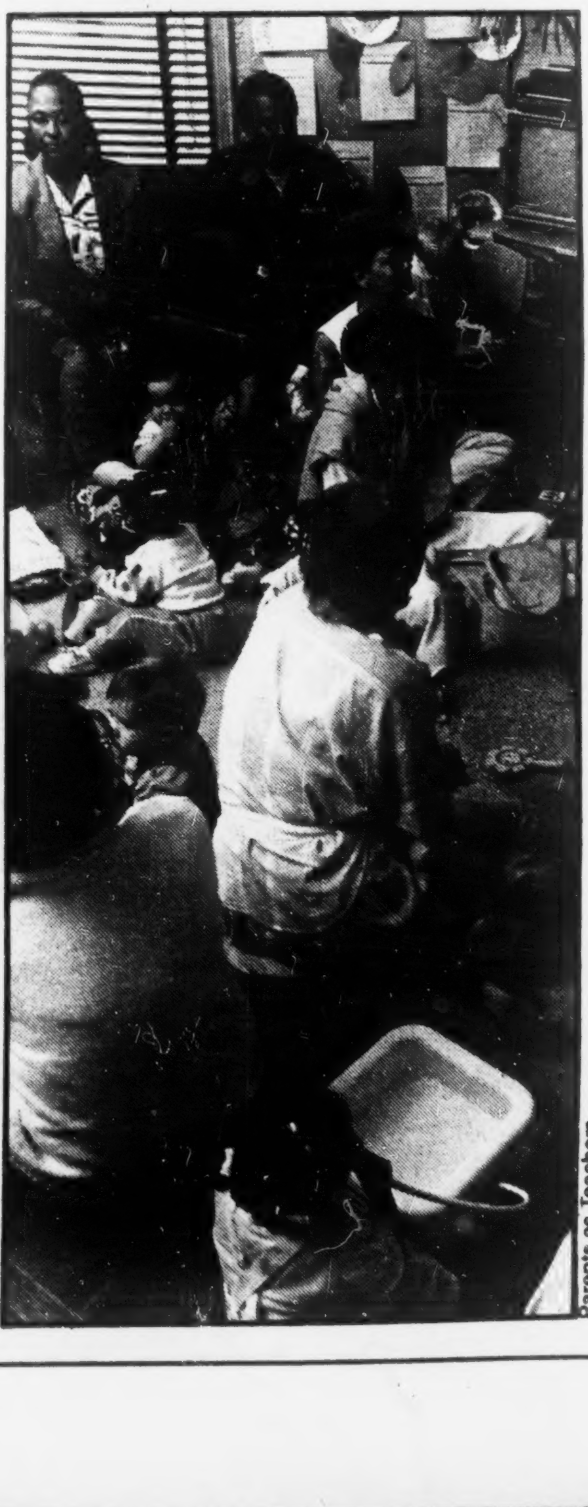
		Level of School		
	Total	Elementary	Junior High	High School
		percent agreeing		
Our school does a good job of encouraging parental involvement in sports, arts, and other non-subject areas				
Parents	77	76	74	79
Teachers	77	73	77	86
Our school does a good job of encouraging parental involvement in educational areas				
Parents	73	82	71	64
Teachers	80	84	78	70
Our school only contacts parents when there is a problem with their child				
Parents	55	46	62	63
Teachers	23	18	22	33
Our school does not give parents the opportunity for any meaningful roles				
Parents	22	18	22	28
Teachers	8	8	12	7

Source: The Metropolitan Life Survey of the American Teacher, 1987

In 1984, Missouri became the first state to mandate a comprehensive program of parenting education in every school district. Top right, Mary Ann Lucas, a parent-educator in the Normany (Mo.) school district, works with Tiffany Jones and her parents, Willie and Lynne. Far right, parents and their toddlers pack a Parents as Teachers meeting in Wayside, Mo., to hear a presentation by a speech-and-language pathologist. Right, a father and his daughter at a parent-education session in Minnesota.



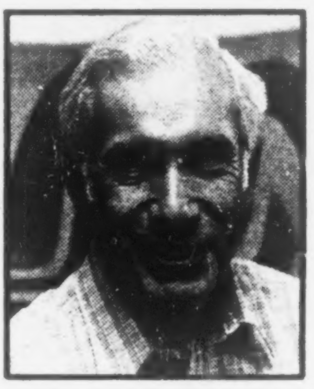
Parents as Teachers



Parents as Teachers

The attitudes, values, and behavior of the family and its social network strongly affect a child's development.

–James P. Comer



The lack of norms for the behavior of step-parents means they're often not involved in parent-school activities.

–Sanford M. Dornbusch

Efforts to involve parents are seen as something supplementary to the school—a sort of luxury.

–Anne T. Henderson

Changing the trajectory of development of a child really calls for a lot of effort.

–Edward Zigler

Continued from Page 23

formed advocacy groups external to the school system to try to influence school policies and practices. But now, some parents are fighting for a direct role in school governance. Efforts in this area range from advisory committees that are fairly limited in scope to parent-dominated councils that have a major say in school decisions.

In between those two extremes, school officials are beginning to consult with parents on a wide array of topics having to do with educational policies and practices.

As public agencies, Mr. Davies asserts, schools have an obligation to open up their decisionmaking process to the people most affected by them, "and parents are the most affected group." Others argue that because parents know their children best and have a vested interest in their welfare, they are most suited to speak on their behalf.

But those views are not shared by everyone. In a survey of parents, teachers, principals, superintendents, and school-board members in the Southwest, Mr. Williams found that parents and educators disagreed about the role of parents in running schools.

While parents were eager to engage in a variety of activities, ranging from tutoring their child to participating on school committees, principals and teachers favored limiting parents to more traditional avenues, such as attending class plays and holding bake sales. A substantial majority of teachers and principals did not view parents as having an appropriate or useful role in educational or personnel matters.

Dramatic reforms in Chicago could provide evidence of whether parent participation in school governance works. Under the Chicago reform law enacted by the state legislature in 1988, councils at each of the city's 570 schools will make major decisions about curriculum, budgets, and the hiring and firing of principals. Each council has 11 members: 2 teachers, 2 community representatives, the principal, and 6 parents.

The reforms could shed light on how much training parents need to be effective decisionmakers, whether those who serve on governance committees truly reflect the views of their surrounding community, and whether parent-dominated councils can focus on academic concerns and not become mired in politics.

"I think a lot of anxious eyes are on Chicago," Ms. Henderson says. "I'm worried that something awful will happen there and everybody will say: 'See, if you turn it over to the parents, it's a total disaster.' "

She cautions that parent participation in school governance will probably always be limited to a self-selecting few.

"I don't think a lot of parents really want a big role in governance," Ms. Henderson asserts. "They just want to feel that they're consulted about things and that they could change something that they don't like. It's a rare parent who wants to be involved in day-to-day decisionmaking about the school."

Creating Multiple Options

According to Ms. Henderson, parents should have a variety of options for participating in their children's education, based on their individual needs and predilections. The exact nature of such participation is less important, she asserts, than the need to make it reasonably well-planned, comprehensive, and long-lasting.

But whatever form parent involvement takes, educators caution, it must connect with the deeper academic mission of the school.

"There's got to be some purpose to what you're doing with parents," Mr. Levin of Stanford University argues, "or it becomes just cosmetic. The focus has got to be on the child. That's what motivates parents."

Whatever the motivation for parents, the motivations for educators are becoming obvious.

As Albert Shanker, president of the American Federation of Teachers, notes, voucher proposals, state takeovers of academically bankrupt districts, and other radical measures indicate a deep and fundamental dissatisfaction with the nation's school system.

The coming decade could signal either a new vitality for public education in this country, he and others assert, or a mass exodus from the public schools by those who can afford to leave.

Unless educators break down the isolation between schools and communities, Mr. Boyer of the Carnegie Foundation warns, the public could abandon public education in the next century.

Rebuilding ties with parents could represent the first step on the road back to recovery.

"Parents are part of the equation of human growth and development," Mr. Zigler says. "Home is important. School is important. If you could get both of them integrated, working toward the same goals, you'd have a very potent force." ■

This special series on parental involvement in education is being underwritten by the John D. and Catherine T. MacArthur Foundation.

Five Types of Parental Involvement

Joyce L. Epstein, director of the Effective Middle Schools Program at the Center for Research on Elementary and Middle Schools at Johns Hopkins University in Baltimore, has identified five types of parental involvement in education:

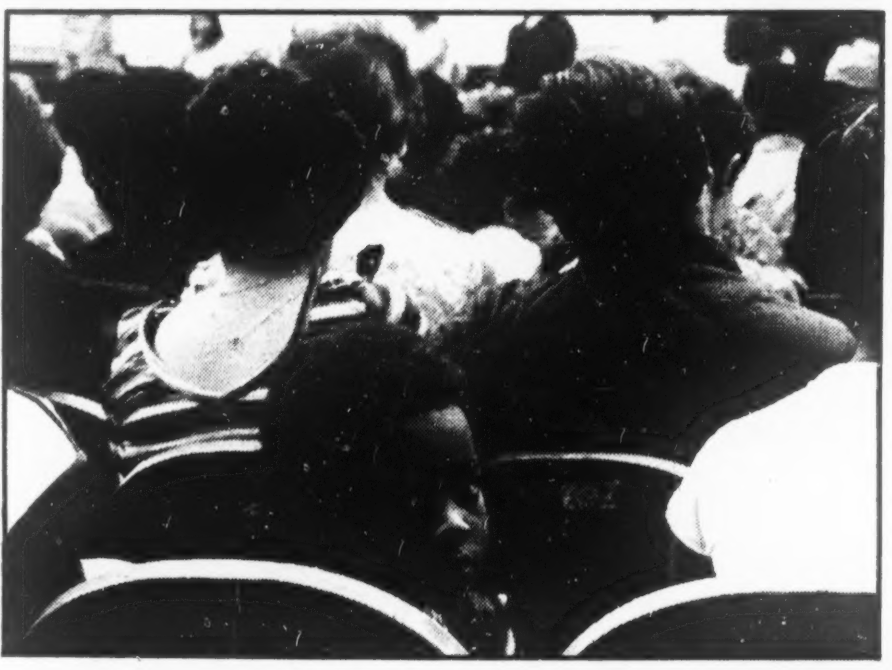
- **Basic Obligations of Parents**—Provide for children's health and safety, prepare children for school, teach family-life skills through the school years, and build positive home conditions that support school learning and behavior.

- **Basic Obligations of Schools**—Communicate with parents about school programs and children's progress. Vary the form and frequency of communications such as memos, notices, report cards, and conferences to improve all parents' understanding of school programs and children's progress.

- **Parent Involvement at School**—Serve as volunteers to assist teachers, administrators, and children in classrooms or other areas of the school. Attend student performances, sports events, or other activities, or participate in workshops or other programs for own education and training.

- **Parent Involvement in Learning Activities at Home**—Initiate learning activities at home. Monitor or assist children at home—with guidance from teachers—in activities coordinated with student's classwork.

- **Parent Involvement in Governance and Advocacy**—Serve in decisionmaking roles in parent groups, advisory councils, or other committees or groups at the school, district, or state level. Serve as activists in independent advocacy groups that monitor the schools and work for school improvement.



David Phillips

AP/Newsfinder

An increasingly vocal sector of the parent community is fighting for a direct role in school governance. Efforts range from advisory committees that are fairly limited in scope to parent-dominated councils that have a major say in school decisions. Below, more than 6,000 members of Chicago's first parent-led school councils were sworn in last fall.

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Bush Aides Mull Effect of Chart On Goals Efforts

Secretary To Release Comparisons on May 2

By Julie A. Miller

WASHINGTON—Bush Administration officials are concerned that the impending release of the Education Department's controversial "wall chart" could adversely affect ongoing work with governors on the national education goals adopted little more than a month ago.

And some sources said Administration officials had suggested to Secretary of Education Lauro F. Cavazos that the department reconsider the continued existence of the wall chart.

The 1990 edition of the chart, a state-by-state compendium of educational vital statistics, will be unveiled on May 2, Secretary Cavazos said in a recent interview.

Mr. Cavazos said he arranged the interview because he wanted to get the word out that he plans to proceed with this year's chart, but that the Administration does not view it as an effort to measure progress toward the goals or as the only measure of educational achievement.

"Very frankly, here we are at a time when we're working with all the states [and] the Administration has been working with the governors," Mr. Cavazos said, and some people think that publishing a wall chart or working on other measurements is an "either/or" situation.

"I never got really serious about not doing it, but I wanted to make sure people understood why we're doing it," he said.

"I felt that it was important to go ahead with this and continue to refine it, [because] there's no other national measuring system in the country," Mr. Cavazos said. "We intend to work with the governors in the months ahead beyond that presentation to refine it."

The Secretary hinted that he had been asked to consider dropping the wall chart, but he did not elaborate.

However, an Education Department source and another source familiar with the situation said they understood that Roger B. Porter, the President's domestic-policy adviser, and Christopher T. Cross, assistant secretary for educational research and improvement, had urged that the wall chart not be

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Uneasy Alliance Marks Launch of L.A. Plan

Year After Strike, an Attempt at 'Power Sharing'

By Ann Bradley

LOS ANGELES—One year after weathering a divisive teachers' strike, the Los Angeles Unified School District has embarked upon a new program of "bottom up" management that is drawing teachers, parents, and administrators into an uneasy alliance to improve the schools.

Despite attempts to bury past animosities, however, many here say the scars left from that 11-day strike may hamper efforts to give schools wide decisionmaking authority.

Restructuring in the nation's second-largest school district must also compete for attention with a host of pressing problems, including severe overcrowding, a projected $180-million budget deficit, and the special needs of many of the system's 610,000 students, about one-third of whom speak limited or no English.

"I don't think this district is ready for school-based management, but it probably never will be ready," said Marion Hogue, a parent who serves on the districtwide School-Based Management Central Committee. "I'm willing to say we have to go for it."

Such attitudes, observers here say, may represent the troubled school system's best hope for substantive improvement.

The district is now "at a tilt point between the agony of the past and some in-

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United Teacher

The Central Council will recommend up to 70 schools for the new program.

Unexpectedly Little Interest Found In State Offers To Waive Key Rules

By Lynn Olson

When the nation's governors adopted *Time for Results* in 1986, they proposed some "old-fashioned horse-trading."

"We'll regulate less," then-Gov. Lamar Alexander of Tennessee said, "if schools and school districts will produce better results."

Since then, more than 20 states have adopted "waiver" provisions that enable schools to request relief from regulations that stand in the way of change. Waivers can be sought in a variety of areas, ranging from personnel requirements, to curriculum, to length of the school day.

Policymakers expected that after years of complaining about excessive mandates from above, educators would jump at the chance to do things differently. But at both the state and district levels, officials are reporting far fewer requests for waivers than they had anticipated. And the requests they have received cover relatively minor rules and regulations.

In 1988, for example, Maine appropriated money so that 10 schools could redesign their programs from top to bottom. Since then, state officials have not received a single waiver request.

Massachusetts supplied funds for seven schools to "restructure" their programs in June 1988. The state has granted one waiver since then.

The reasons for such an underwhelming response are complicated, according to observers. They include skepticism among educators that waiver requests will be taken seriously, a shortage of creative ideas that would require exemptions from current practice, and locally imposed constraints.

Waivers may still be a useful tool even though they have not been enthusiastically embraced, experts contend. But, they say, the obstacles help shed light on the problems of limited deregulation—particularly in the absence of other incentives that encourage schools to change.

One of the most basic problems, experts said last week, is that many educators dis-

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Ky. Educators Hail Bill's School Reforms – And New Money

By Reagan Walker

MOUNT VERNON, KY.—The massive education package approved two weeks ago by the Kentucky legislature, which has drawn intense national attention for being on the cutting edge of school reform, looks a bit different when viewed from the craggy hills of this impoverished rural area.

To be sure, the 170 teachers and administrators of the Rockcastle County school system, based here, mostly welcome the radical changes in school governance and regulation brought about by the legislation.

The bill, which is expected to be signed into law this week by Gov. Wallace G. Wilkinson, has been hailed by education experts for such innovations as altering the role of the state education department, mandating site-based management, creating a statewide system of rewards and sanctions for schools, and focusing on early-

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Food-Service Companies Eye $5-Billion School-Lunch Market

Students eat lunch in a cafeteria run by the Marriott Corporation in the Saddleback Valley Unified School District in Mission Viejo, Calif.

By Ellen Flax

Leading food-service companies, long established as providers of meals at colleges, hospitals, and other institutions, appear bullish about their prospects for capturing a bigger share of the nearly $5-billion school-lunch market.

Noting that the market remains largely untapped by private contractors, some companies in the field say they expect their precollegiate business to grow by as much as 15 to 20 percent a year over the next several years. Other firms project smaller, but still significant, increases.

Although only 5 to 10 percent of K-12 institutions nationwide currently use private firms to manage their food programs, that figure represents a marked increase from a decade ago, when the proportion was "almost zero," according to Constance B. Girard-diCarlo, president of the school-nutrition-services division of ARA Services Inc.

Industry observers say that rising costs, as well as a desire to

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Results from the first full-scale NAEP assessments show little in-depth understanding.

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Update on Child Abuse
More than 2.4 million incidents of child abuse or neglect were reported to child-protective-service agencies last year, a 10 percent increase over the previous year's total, a survey shows. **Page 8.**

'Black Flight' Disputed
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A Mandate for Choice
Washington appears poised to become only the second state after Ohio to require all school districts to adopt policies allowing intradistrict transfers by students. **Page 14.**

Mississippi's Second Wave
Leaving the question of a funding mechanism on hold, the Mississippi legislature last week approved a measure that marks the second stage of education-reform efforts in the state. **Page 14.**

Partisan Jousting
Members of the House Education and Labor Committee and Secretary Lauro F. Cavazos traded barbs at a hearing on the President's education bill and the Democrats' alternative. **Page 21.**

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ACROSS THE NATION

NATIONAL

Most Elementary Principals Favor Longer School Year, Survey Says

Two-thirds of the principals who responded to a recent survey supported a longer school year, and one-third favored a longer day for teachers, according to the National Association of Elementary School Principals.

Nearly one-third of the 479 principals who responded to N.A.E.S.P.'s survey said the school year should be extended by a month, from 175-180 days to 200 days, while nearly 40 percent favored a year-round schedule with vacation time distributed throughout the year.

While 48 percent of the principals would retain the current school day of approximately six hours, 33 percent supported setting aside additional time for teachers to tutor students who need extra help.

The survey, released at the N.A.E.S.P.'s annual convention in San Antonio last week, queried principals on their views on the "basic school" concept advanced by Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching.

More than half of the respondents supported Mr. Boyer's contention that schools should focus primarily on language and computational development in the early grades. But one-third said early-childhood curricula should be expanded to help children develop emotional and social skills.

More than 90 percent of the respondents also called for a "complete unit of support staff," including such personnel as a nurse, psychologist, social worker, counselor, and bilingual educator.

About 47 percent of the respondents supported the idea of eliminating rigid grade levels in the early grades, but their views on which grades to merge varied.

To gauge student progress, the largest number of respondents favored using a combination of writing samples, student portfolios, and teacher assessments in addition to or instead of traditional tests.

■ **Chevron U.S.A. is donating $1.45 million over three years to the Accelerated Schools Program for at-risk children**, the corporation announced last week.

The Accelerated Schools Program, developed by Henry M. Levin, director of Stanford University's Center for Educational Research, is designed to motivate at-risk children by challenging them with an accelerated curriculum as opposed to using a traditional remedial approach. A total of 39 schools in Illinois, Missouri, Salt Lake City, and the San Francisco Bay area now use the curriculum.

The Chevron funding will go to introduce the program to schools in San Francisco, Los Angeles, Houston, and New Orleans.

Satellite campuses supervised by the Stanford center will be established at San Francisco State University, Los Angeles State University, the University of Houston, and the University of New Orleans to introduce the program to local elementary and middle schools. Each campus will receive $180,000, and the Stanford center will receive $729,000 to supervise the work of the four campuses.

STATES

North Carolina Arts Educators Protest Vote To Drop Mandate

Arts educators in North Carolina are asking the state board of education to reconsider a decision to drop a requirement that students take an arts course to be eligible for the North Carolina Scholars Program diploma.

The special diploma, earned by about 14 percent of the state's high-school graduates last year, is intended to honor students who complete a rigorous academic curriculum.

In a move to strengthen the academic character of the diploma, the board last month voted to replace requirements for arts and vocational-education coursework with additional requirements in mathematics and science, and to rename the program the Academic Scholars Program.

"We have nothing against arts or vocational education," said Roger Schurrer, staff assistant in program services in the state department of education. "Does the diploma denote a comprehensive program, or a narrow academic focus?"

But Emmy Whitehead, president of the North Carolina Art Education Association, called the move misguided, and warned that it could destroy the state's highly regarded arts program by cutting back enrollments.

"We've worked so hard to let it go down the tubes," she said.

■ **The test scores of minority students in Pennsylvania are not improving despite the existence of a five-year-old remedial-education program**, the state Human Relations Commission has concluded.

The commission studied the standardized test scores of black children in 111 districts where 100 or more such students were enrolled and found about 71 percent needed special instruction in math or reading or both.

It examined the scores of Hispanic children in 44 districts where 50 or more such students were enrolled and found that 75 percent of the children tested poorly enough to warrant remedial instruction.

Forty percent of the Hispanic students and 44 percent of the black students who were 9th graders in 1986-1987 were found to have dropped out by their senior year, a commission official said.

DISTRICTS

Interdistrict Desegregation Plan Ordered for Kansas City Schools

Black students living in Kansas City, Mo., will gain the right to transfer to suburban school districts at state expense under a unanimous federal appeals panel ruling issued last week.

The three-judge panel of the U.S. Court of Appeals for the Eighth Circuit ordered a lower-court judge to develop an interdistrict desegregation plan that would allow up to 1,200 black students to transfer next year, and would gradually increase the ceiling to 6,000 students over the next five years.

The ruling could end a stalemate that has prevented adoption of a voluntary interdistrict transfer plan since 1985, when a lower court ordered the state of Missouri to develop and pay for such a plan as part of a comprehensive desegregation remedy.

But last week's ruling came in a separate case that was filed on behalf of 184 black students who had sought and were denied admission to three suburban districts for the 1988-89 school year.

The appeals court ruled that a lower court had erred in dismissing the second case in a summary judgment, and hinted that it could proceed to trial if the suburban districts, who are not a party to the main desegregation case, continued to refuse to admit the students.

The interdistrict plan would be similar to one now in place in St. Louis, under which 12,000 black students are enrolled in suburban districts at state expense.

AP/Wide World

MISSISSIPPI LEARNING—Gov. Ray Mabus checks out the use of personal computers in a kindergarten class in Jackson, Miss., recently. As part of its education-reform efforts, the state plans to place computers in all public kindergartens.

■ **The former president of Community School Board 9 in New York City has been sentenced to six months in jail and 4½ years on probation for taking bribes from school-district vendors.**

Curtis Johnson admitted receiving kickbacks worth $18,000 from vendors in return for approving falsified purchase orders, and pleaded guilty to charges of receiving bribes, grand larceny, defrauding the government, and official misconduct, according to the Bronx district attorney's office.

The incidents were uncovered during ongoing investigations of corruption and mismanagement in the city's 32 community school districts. Nearly a dozen school officials have already been arrested as a result of the probes.

■ **A journalism class at Dearborn (Mich.) High School sparked a furor last month when it attempted to measure anti-Arab prejudice and was accused of perpetuating such prejudice through its survey.**

Included in the survey were questions that asked non-Arab students if they believed Arab students are too aggressive, steal, deal drugs, have poor personal hygiene, or discriminate against women.

Arab-American students, who account for about 10 percent of the school's enrollment, complained that they had not even heard of many of the listed stereotypes until the survey publicized them.

The school's principal, Ann Superko, sent a letter of apology to Arab students and their parents, and withheld the survey results from publication in the student paper.

■ **The former superintendent of the Carlsbad, N.M., school district, ousted amid allegations of fraud in office, has filed a lawsuit contending that he was denied due process in his dismissal.**

Roger Harrell filed the lawsuit last month in state court. School-board members voted 5 to 0 to fire him after reviewing a list of 23 allegations against the superintendent. Among other charges, the district contends that Mr. Harrell filed twice for reimbursements for business trips and filled his airplane with district gasoline to take personal trips, according to Pat Gaffney, the acting superintendent.

Mr. Harrell, who has mounted a public campaign on his own behalf, is scheduled to have an arbitration hearing in early May as part of the procedure for removing him, Mr. Gaffney said. His lawsuit seeks his reinstatement as superintendent and asks the court to halt any further attempt to remove him from the job.

■ **A citizens' group has filed suit against officials of Rio Arriba County, N.M., over the scheduled construction of a jail next to an elementary school.**

The lawsuit, filed March 27 in U.S. District Court in Albuquerque, seeks to prevent the jail from being built next to an elementary school in Tierra Amarilla.

County officials did not tell voters the location of the proposed 50-bed jail until after the voters approved a bond issue to build the facility, the lawsuit contends.

The suit was filed by People for Rights of Children's Education, as well as three members of the Chama Valley school board. The board decided against filing its own lawsuit against the county, according to the superintendent, Delfinio Trujillo.

■ **A rapist, a robber, a prostitute, and a dozen other convicted felons have been fired as school-bus drivers in Houston.**

The drivers' felonious pasts were revealed late last month in a copyrighted story in *The Houston Post.* The article reported that 157—17.7 percent—of the district's drivers had criminal records.

Jean Raymond, superintendent of the Houston Independent School District, fired at least 15 drivers as a result of the story. Most of the drivers were fired for lying about their pasts, Ms. Raymond said, although some were fired because of the severity of their crimes.

According to the *Post*, 22 drivers had been sentenced for at least one felony; two had been convicted of committing misdemeanor sex offenses; and five had been found guilty of drunken driving. *Post* reporters checked Harris County records dating back to 1976.

According to its spokesman, the district has a system for checking the police records of all new employees. But the newspaper's investigation was much more thorough, she said, and revealed crimes committed after the drivers were hired and before the district's record-checking system was established in 1988.

The district currently is investigating ways to improve its system, the spokesman added.

■ **A school-based health clinic in Cambridge, Mass., will be the first in the state to dispense condoms to students as a way of preventing the spread of AIDS.**

By a vote of 4 to 3, the Cambridge School Committee last week approved the distribution of condoms at a health center run by the city in the Cambridge Rindge and Latin High School. No date has been set for distribution to begin. The health department was also charged with developing protocols for distributing the condoms.

The panel had approved the policy at its March meeting, but two members who voted against the decision asked for it to be reconsidered this month.

■ **Massachusetts school officials are exerting pressure on the Boston School Committee to help individual schools that have not been successful in attracting students under the district's new "controlled choice" plan to become more educationally effective and attractive.**

The state board of education is scheduled to vote this month on whether to approve the district's proposal to implement a new student-assignment plan for all grade levels in the district beginning next fall.

During its first limited year of operation, the plan has proved to be an effective means of improving desegregation in the district, state officials said..

The educational reorganization called for in the plan, however, has been delayed by a variety of factors, especially in the district's high schools, they added.

The state board may grant only provisional approval of the plan if improvements in meeting the reorganization are not made, said Charles Glenn, director of a new state team that is monitoring Boston's effort.

DIMENSIONS

Education Grants to States

In fiscal year 1989, the U.S. Education Department awarded $10,246,045,000 in grants to state and local governments, according to data compiled by the Bureau of the Census.

California led the states with more than $1 billion in grants, nearly half of which ($455,494,000) went for compensatory education for the disadvantaged, the bureau reported. The only other state to receive more than $300 million in compensatory-education grants was New York ($431,680,000).

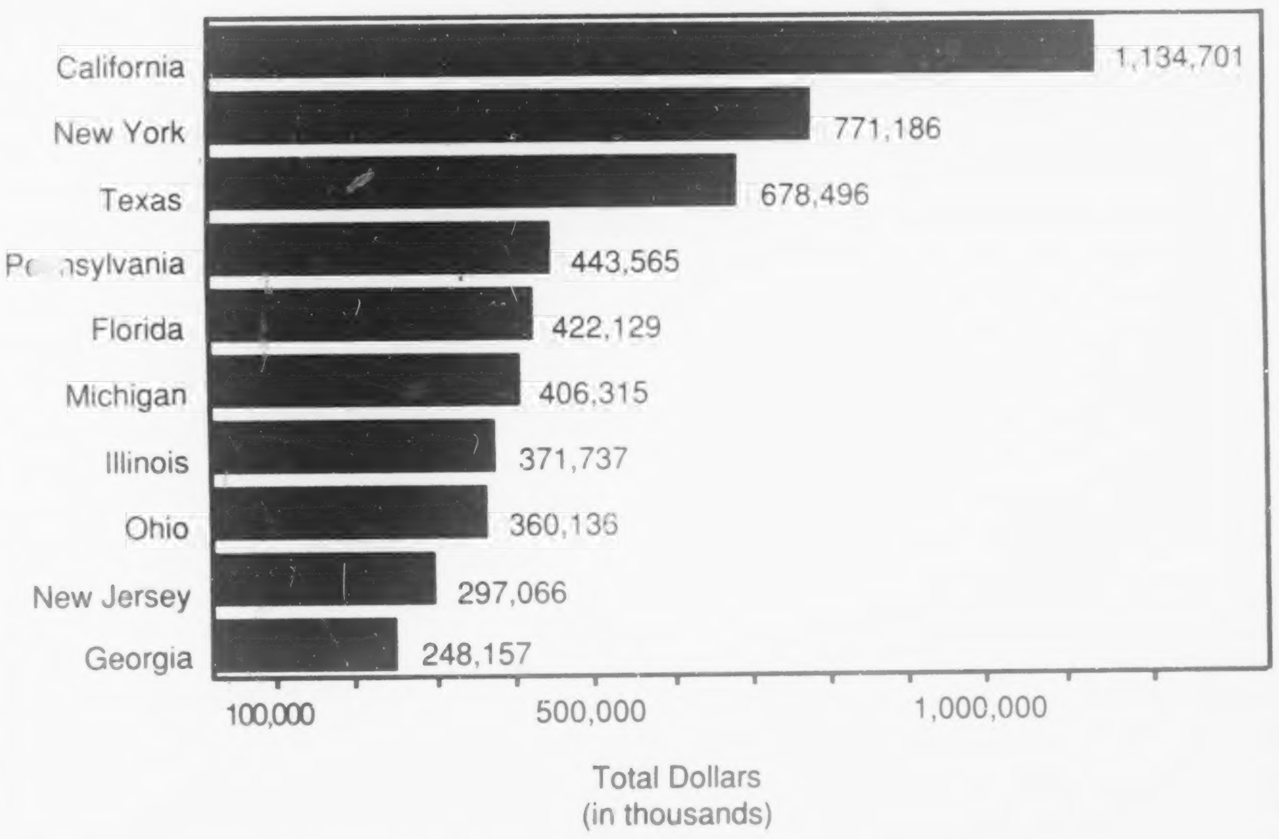
The second-largest category of aid awarded to California was for education for the handicapped ($307,771,000)—by far the largest total under that category for any state.

The Northern Marianas Islands received the least amount of money ($1,911,000), most of it going for school-improvement programs.

The figures include all cash grants, payments for grants-in-kind, shared revenues, and research and development funds. They exclude payments to nonprofit organizations and individuals, or for salaries. Also not included are grants managed by the Agriculture Department for child-nutrition programs and the special milk program.

The data are in the report "Federal Expenditures by State for Fiscal Year 1989," available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Education Department Grants to State and Local Governments, 1989



Source: U.S. Bureau of the Census

UPDATE

■ **The Kentucky Court of Appeals has upheld a lower-court ruling that dismissed charges of "educational malpractice" against a private school.**

The lawsuit was brought in 1988 by Arnold Rich, on behalf of his son John, who has attention-deficit disorder—a learning disability characteritzed by an inability to concentrate. The youth attended the Kentucky Country Day School of Louisville from 1978 to 1987.

The school would not admit the youth for the 10th grade, however, because of poor grades. The Riches charged that the school did not diagnose John's disorder and provide him with an appropriate education.

Last April, a circuit-court judge ruled in favor of the school, saying that there is "no standard of care" for measuring an educator's conduct. *(See Education Week, April 19, 1989.)*

The appeals court last week upheld that decision.

"The fact parents may pay tuition either privately or through taxes gives them no right to dictate to the educational system under threat of an action at law," the court said.

■ **Four years after it first began to inspect test booklets for improper erasures, the California Department of Education has announced that it now finds no evidence of tampering on the California Assessment Program tests.**

In 1986, department officials said, the state found 41 cases of suspicious erasures, out of 11,400 situations in which tests are administered. The number of cases declined to 16 in 1987, to 11 in 1988, and to zero in 1989, officials said.

The allegations of tampering became a heated issue in Los Angeles in 1988, when teachers'-union officials there charged that district officials had blamed teachers for the incidents, and refused to administer standardized tests. District officials later denied accusing teachers of tampering with the tests and agreed to institute security measures. *(See Education Week, Nov. 2, 1988.)*

State officials attributed the decline in tampering to new test-security procedures, which require booklets to be distributed to schools and returned to district offices in sealed envelopes, as well as to publicity surrounding the previous incidents of tampering. Although several teachers and principals had been fired as a result of the incidents, they said, the practice of inspecting the booklets was aimed at deterring others from tampering with the tests.

"We let schools know that we would carefully examine all test booklets for suspicious erasures and answer changes, and that we would eliminate scores for any school found to have marking or test-administration irregularities," said Bill Honig, the superintendent of public instruction. "We have had excellent cooperation, and the numbers tell the story."

■ **An analysis of recent principal selections in Chicago has revealed no systematic pattern of discrimination by local school councils in cases where the majority of board members were of a different race than the principal.**

The study was conducted, in part, to counter charges that race was a factor in the decisions of the school councils, which were exercising their powers to hire and fire principals for the first time under the district's landmark reform measure. *(See Education Week, March 14, 1990.)*

Eighty-nine percent of permanent principals of all races who were up for review this year have been offered new contracts, according to the analysis. The survey—conducted by Designs for Change, a local research and advocacy group—also revealed that only 68 percent of the interim principals were retained.

White and black principals were far more likely to be retained than were Hispanic principals, the study found. Its authors attributed the disparity largely to the fact that 81 percent of the Hispanic principals who were up for review this year were interim principals.

When retirements are included in the calculations, the study revealed, the turnover rate for principals in the district has been roughly 30 percent since June 1988, when the reform law abolishing lifetime tenure for principals was enacted.

History and Civics Tests Reveal Knowledge Gaps

By Robert Rothman

WASHINGTON—American students, including high-school seniors a year away from voting age, demonstrate a "limited" understanding of fundamental concepts of U.S. history and civics, two reports issued here last week have concluded.

The reports by the National Assessment of Educational Progress were based on tests administered in 1988—the first to gauge students' knowledge in the two subjects across three grade levels. The results also showed substantial achievement gaps at all grade levels between black and white students and between those from advantaged and from disadvantaged backgrounds.

Trend studies, which compare the 1988 results with those of prior surveys, revealed that 17-year-olds' performance remained stable or declined since the mid-1980's.

Over all, the reports note, students showed some familiarity with basic facts of history and government. But their knowledge tended to be uneven, and failed to demonstrate in-depth understanding of the subjects.

For example, although most 12th graders appeared to be familiar with the U.S. Presidents, fewer than half could write an adequate description of Presidential responsibilities.

Chester E. Finn Jr., the chairman of NAEP's governing board, noted that the results are similar to the poor performance displayed on previously released NAEP assessments in reading, writing, and geography.

But the history and civics results are "cause for special concern," he said, because "these subjects lie at the heart of one of the central responsibilities of American schools: preparing students to participate as citizens in the affairs of our democratic republic."

U.S. students' lackluster performance in these areas is "ironic," he suggested, in light of the blossoming of democracy throughout the world.

"It seems to me sad, but probably true," the former assistant secretary of education said at a press conference here, "that millions of people outside our borders possess a keener sense of the importance of such things than do our own sons and daughters."

Mr. Finn added that, together with the results of NAEP's geography assessment, the findings from the history and civics assessments suggest that the three main pillars of social-studies instruction are "failing."

But Frances Haley, executive director of the National Council for the Social Studies, rejected that view. The overwhelming majority of 4th graders, and nearly all 8th and 12th graders, she pointed out, demonstrated rudimentary knowledge of history and civics.

"There is evidence they do know the basic facts of those subjects," Ms. Haley said in an interview. "We still have a way to go in getting up to higher levels of thinking."

She also noted that many states and school districts are revamping their social-studies curricula along the lines suggested by reform reports by the Bradley Commission on History in Schools and the National Commission on Social Studies in Schools.

"By the next assessment," she said, "we'll see whether curricular reforms are making any difference."

Performance Drops

NAEP is a Congressionally mandated project that tests a national sample of students in grades 4, 8, and 12 every two years in a variety of subjects.

The 1988 history assessment, which tested 16,000 students in about 1,000 schools, was the first in that subject to be included in NAEP's regular battery. Under a grant from the National Endowment for the Humanities, NAEP in 1986 conducted a special U.S. history assessment of 17-year-olds. Results from it were published in the book *What Do Our 17-Year-Olds Know?*, written by Mr. Finn and the education historian Diane Ravitch.

A 1988 test of 2,300 11th graders, conducted in addition to the larger assessment, found little overall change from the 1986 performance, which Mr. Finn and Ms. Ravitch called "shameful."

The larger history assessment found that the vast majority of students at all grade levels knew simple historical facts, such as the national bird of the United States, and that most 8th and 12th graders showed rudimentary interpretive skills, such as the ability to identify the war in which a sample letter might have been written.

Relatively few 4th graders could perform above the basic level, it noted. But this finding was not surprising, according to the report, since few schools teach U.S. history before the 5th grade.

But the study also found that older students' performance dropped sharply at higher levels of proficiency. Only 13 percent of the 8th graders and fewer than half the seniors demonstrated an understanding of historical relationships, and only 5 percent of the 12th graders showed the broad understanding the report says "may help them to understand the controversies associated with current political, social, and economic issues."

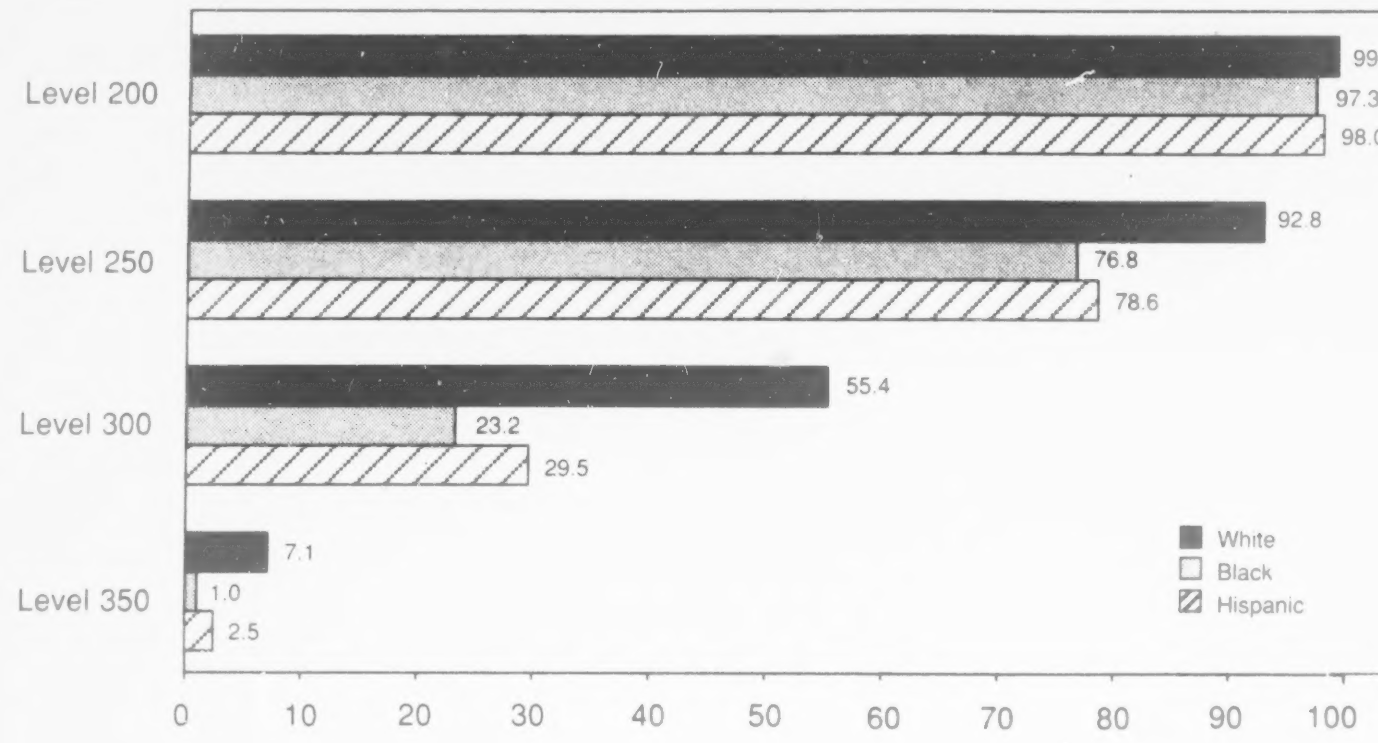
Within each grade, moreover, the gaps between white and minority students' performance were substantial. Although 85 percent of the white 4th graders could perform at the basic level, only half of the blacks and Hispanics in that grade demonstrated such proficiency.

Similarly, students from advantaged urban communities—metropolitan areas where higher-income professionals predominate—outperformed those from rural and from disadvantaged urban areas at each grade level.

'Trivial Pursuit'

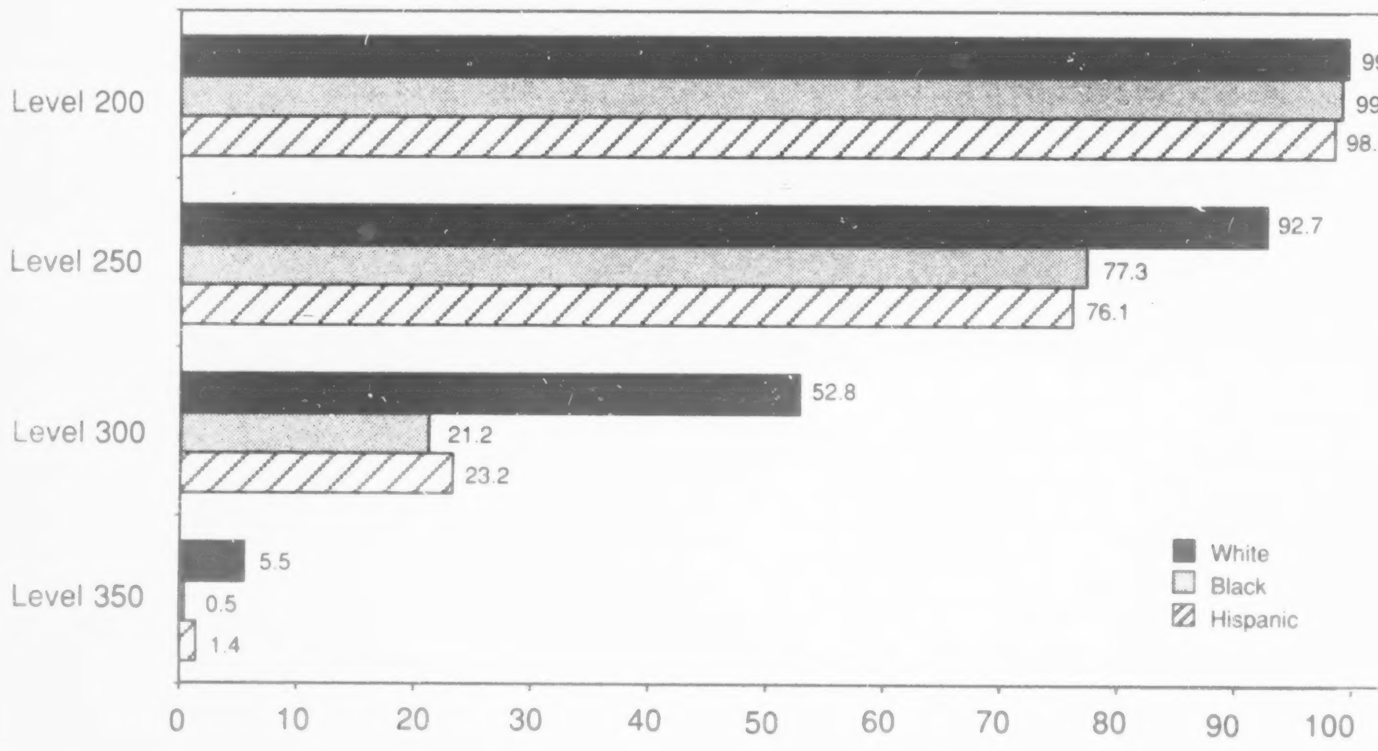
In analyzing students' responses to particular questions, former Gov. Richard Riley of South Carolina said at the press conference that they indicate students possess a " 'Trivial Pursuit' sort of familiarity with some of the key figures and dramatic events of our past."

Continued on Page 9



Levels of Civics Proficiency: Results by Race/Ethnicity, 1988

Percentage of 12th Grade students at or above each level



Levels of U.S. History Proficiency: Results by Race/Ethnicity, 1988

Percentage of 12th Grade students at or above each level

Source: National Assessment of Educational Progress

Black Groups Urge Columbus Superintendent's Ouster

By Peter Schmidt

Black community groups in Columbus, Ohio, last week were calling for the ouster of Superintendent of Schools Ronald E. Etheridge and six of seven school-board members, in response to the dismissal of several black administrators and implementation of a reform plan some critics term racist.

Leaders of one of the groups, the Committee to Remember the Children, vowed to campaign against an upcoming district levy needed to finance the reform plan. They also claimed to have half of the 22,000 signatures needed to petition the Franklin County Probate Court to hold a hearing on the dismissal of the board members.

Other groups were calling for students to boycott school if Mr. Etheridge, who is white, does not resign by April 30.

Late last month, Mr. Etheridge narrowly avoided being removed from office when four board members nearly forced a vote on buying out the remaining 16 months of his three-year contract.

Several board members last week described the superintendent as a bright leader whose actions were designed to improve education for all children in the district, which has a 38 percent dropout rate.

They added, however, that he appears to lack public-relations skills and has almost completely lost the confidence of black leaders, who fear the district is becoming resegregated. The district, which is 47 percent black, was under a federal desegregation order from March 1977 to April 1985.

"I feel that the district needs to move ahead, and I'm not sure it can do that with Dr. Etheridge at the helm," said Sharlene J. Morgan, vice president of the board, and one of the four who opposed him last month.

"We tried to do too much too quickly," said another board member, Myrl Shoemaker Jr. "Those personnel decisions have become a lightning rod for attacks."

As part of a four-year reform plan begun this year, the district has eliminated 41 administrative positions.

As a first step toward making the cuts, Mr. Etheridge notified 61 administrators in January that they might lose their jobs. Since then, 9 have been dismissed, 21 have been placed on one-year contracts, and the remaining 31 have obtained a temporary restraining order preventing the board from dismissing them.

Mr. Etheridge said the cuts were necessary because the number of administrators had grown by 20 percent over the last decade while enrollment decreased by more than 40 percent, from 110,000 to 65,000.

Several black leaders have alleged that Mr. Etheridge deliberately dismissed several of the most respected black administrators, as well as black and white administrators who were involved in the district's busing program for desegregating the schools.

Insensitive to Minorities

David D. Hamlar, a former school-board president and the chairman of the Committee to Remember the Children, contended that the current board's personnel decisions show an insensitivity to minority concerns that has also been displayed in other decisions.

For example, Mr. Hamlar accused the board of endorsing curriculum reforms that, he said, threaten to track black students toward menial jobs. He and Charles O. Ross, a leader of the African Community School Council, also asserted that the board's reform plan threatens to resegregate schools by carving the district into six "communities of schools."

In an interview last week, Mr. Etheridge said the district had sent some 800 letters to civic groups in an effort to improve community relations. In addition, he said, James R. Oglesby, president of the National School Boards Association, will be consulting with the district on ways to improve its internal relations.

Mr. Etheridge, a former Savannah, Ga., superintendent, said he has tried to be a "change agent" for the Columbus district. But, he said, "I don't think there is a level of communication high enough to offset what has come out of this change."

"It's unfortunate," he added, "that those of us in urban districts who are trying to do our jobs incur the wrath of citizens who, quite frankly, are not understanding entirely what we are attempting to do."

NAEP History, Civics Tests Reveal Knowledge Gaps

Continued from Page 5

For example, although three-fourths of the junior-high-school students knew the date the Declaration of Independence was issued, only a third could identify its opening paragraph.

Mr. Riley also noted that black students performed relatively well—in some cases outperforming their white peers—on questions dealing with blacks in history.

"This shows clearly that such material belongs in the curriculum, though I believe it is a part of America's history that should be taught to all children—black and white alike," he said. "Conversely, there is a need for black students to have a much better knowledge of the general history of the nation of which they, like all of us, are part."

Ina V.S. Mullis, NAEP's deputy director, also noted that most students, regardless of race, performed relatively poorly on the open-ended test items, which asked them to use their knowledge to write answers, rather than choose from among preselected responses.

For example, she noted, when asked to compare the powers of the Presidency today with those of Washington's era, only 40 percent of the 12th graders could provide at least two reasons for a difference in Presidential power, and only 10 percent could elaborate on their responses.

"The results to this question are especially disappointing," she said, "in light of the prevailing emphasis in assessment on using performance measures to tap students' thinking and problem-solving skills."

But Ms. Haley of the social-studies council noted that the 1988 results provide "baseline data" that could show improvements in the future as states and districts shift away from a reliance on multiple-choice testing.

The report also found that, in contrast to the NAEP geography assessment, the overwhelming majority of students who reported taking history and social-studies coursework outperformed those who had not.

More than two-thirds of the 4th graders reported studying social studies at least three times a week, 95 percent of the 8th graders said they had taken U.S. history between the 5th and the 8th grades, and 98 percent of the 12th graders said they took the subject in high school.

But 83 percent of the seniors said they spent less than two hours a week on history homework, and the performance of those students was worse than that of their classmates who reported spending more than three hours on homework each week.

The assessment revealed, in addition, that most history instruction is characterized by reading from textbooks, with little attention given to strategies researchers say enhance learning, such as reading primary-source materials, engaging in group work, and writing.

'Pool of Future Leaders'

The report on the civics assessment was based on a 1988 test of 11,000 students in grades 4, 8, and 12, as well as a separate test to compare the performance of 13- and 17-year-olds with that of students in those grades tested in 1976 and 1982.

The study found that while 13-year-olds' performance was equivalent to, or slightly higher than, that of students from past years, 17-year-olds' performance declined significantly over the 12-year period.

This decline, it found, occurred almost entirely among white students. The gap between the civics achievement of whites and of blacks and Hispanics, while substantial, narrowed between 1976 and 1988, according to the report.

In 1988, the vast majority of students at all grade levels showed a rudimentary knowledge of civic life, such as understanding the purpose of traffic signals. And most of those in the upper grades demonstrated a basic understanding of political institutions.

But only 13 percent of the 8th graders and 49 percent of the high-school seniors understood specific governmental functions, such as how the Chief Justice of the United States is selected.

"Since knowledge and understandings of this sort would likely help students to act as informed citizens," the report says, "it is disappointing that fewer than half the 12th-grade students reached this level of competence in the 1988 assessment."

Far fewer—only 6 percent of the seniors—reached the highest level of performance, a total the report calls "disappointing" since that group "may well represent the pool from which future leaders are drawn."

'Uneven Understanding'

As in the history assessment, the civics assessment found sharp gaps between the performance of advantaged and disadvantaged youths. For example, only 39 percent of the disadvantaged 8th graders demonstrated familiarity with constitutional rights, such as the right to vote, compared with 70 percent of their more advantaged peers.

But, the study found, students from rural areas performed relatively well on the civics test, and in some cases outperformed those from advantaged urban areas.

Although students from all areas showed a range of knowledge across all aspects of civics tested, with their performance increasing as they progressed through school, they "demonstrated a surprisingly uneven understanding within the various areas of the civics assessment," according to Ms. Mullis.

For example, she noted, even though students were familiar with voting and elections by the 4th grade, only 36 percent of the 8th graders and 57 percent of the 12th graders knew that Presidential candidates were nominated by party conventions. This finding is particularly surprising, Ms. Mullis said, since the assessment was administered during the peak of the 1988 primary season.

Few students reported that their civics classrooms employed instructional methods such as mock governments or trials. But those who did outperformed those who did not.

Copies of "The U.S. History Report Card" and "The Civics Report Card" are available for $14 each from the National Assessment of Educational Progress, P.O. Box 6710, Princeton, N.J. 08541-6710.

ADVERTISEMENT

A MESSAGE FROM THE PRESIDENT OF THE NATIONAL EDUCATION ASSOCIATION

America's Public Schools

Making Our Democracy Work

KEITH GEIGER
President, NEA

This nation's system of free and universal public education has played a crucial role in creating a strong and democratic America. Public schools are the foundation of our system of self-government. As Thomas Jefferson once put it, "Education is the anvil on which democracy is forged."

Jefferson understood that democracy—a system of government that rests on not merely the consent, *but on the participation*, of the governed—cannot long survive in the absence of an informed and educated citizenry.

Public education has also served as the vehicle for crafting our pluralistic society into a viable democracy.

More than any other country, we are a nation of immigrants—a nation without a common ethnic, racial, or religious background. Public schools have been, and continue to be, the primary institution responsible for forging cohesiveness from this diversity.

Our schools have transmitted a set of shared national values—while teaching students of widely differing backgrounds to understand and respect their differences. No other institution in America is equipped to serve this unifying function on a national scale.

Finally, by providing access and opportunity to generations of Americans, regardless of race, creed, or economic status, our schools have been instrumental in helping America live up to the ideals of equity on which it is founded.

I'm not suggesting that our schools are perfect. Nor am I attempting to invoke some golden age of American education to which we should strive to return. America's public schools have never served their students—or their nation—perfectly. But they have served both students and nation well.

Let us never forget that America is where it is today because of our public schools. And we—as a nation—will only get where we want to be tomorrow if we preserve, and strengthen, our system of public education.

It's important to remind ourselves of this central point as we move ahead with the pressing work of school improvement. There's no doubt that our public schools are in need of an overhaul if they're to meet the changing needs of our students, our society, and our economy.

But we're not starting from scratch. Nor are we rescuing a bankrupt or failed institution. Just the opposite. Our job today is to perfect a highly successful *and indispensable* American institution—public education.

Accomplishing this task requires restructuring schools from the bottom up, a process that will challenge traditional ways of schooling, teaching, and learning.

If we're to succeed at this task, we must democratize American public education. This means granting school employees, parents, and their communities meaningful participation in the decisions that shape their schools—and ultimately their lives.

It also means involving students as active participants in the learning process and tailoring instruction to meet the varying, and multiple, needs of all learners.

The work before us is far from easy. But it's worth the effort. At stake is the future of our schools, our students, and our nation.

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EDUCATION WEEK

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Outcry Follows Cavazos Comments On the Values of Hispanic Parents

By William Snider

San Antonio—Secretary of Education Lauro F. Cavazos' mission here last week was to gather new ideas for improving the schooling of Hispanic youths and to begin building bridges between the federal government and Hispanic educators.

Instead, his own views stole the spotlight and provoked some of the strongest criticism of the Secretary to date from fellow Hispanic leaders.

The outcry came after Mr. Cavazos said in a press conference that "Hispanics have always valued education . . . but somewhere along the line we've lost that. I really believe that, today, there is not that emphasis."

The remarks echo a theme he has expounded many times before, in reference both to Hispanics and to parents in general. But they were seized on here by the media and dominated much of the coverage of the first in a series of five regional hearings Mr. Cavazos has scheduled on Hispanic educational problems.

The New York Times, for example, ran a front-page story under the headline: "Education Secretary Criticizes the Values of Hispanic Parents." The *San Antonio Light*'s headline read: "Cavazos Says Attitude Hurts Hispanics."

The stories provoked an angry response from local Hispanic leaders, who were not present at the press conference and did not hear the remarks first-hand.

"I think it's a disastrous statement for the Secretary to make," said Jose A. Cardenas, executive director of the Intercultural Development Research Association, a Hispanic research and advocacy group based here.

"It's a simple case of the victim being blamed for the crime," he added.

Marianne Thomas/San Antonio Light

Secretary Cavazos meets with students at Sidney Lanier High School in San Antonio.

Norma Cantu, director of education programs for the Mexican American Legal Defense and Education Fund, said Mr. Cavazos "hurt himself as far as Texas Hispanics are concerned."

"This is the second example of his views being out of touch" with local Hispanics, she said, referring to criticism of the Secretary's

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2 Science Groups Decide To Tackle Reforms Together

Accord Will Address Content and Structure

By Robert Rothman

Two national groups working to effect large-scale changes in precollegiate science education have agreed to join forces to ease the implementation of their ambitious reform proposals.

The two projects involved are the National Science Teachers Association's "scope, sequence, and coordination" program, which is advancing a course structure designed to replace the "layer cake" curriculum in secondary-school science, and the American Association for the Advancement of Science's Project 2061, which has outlined in a first-stage report what students should have learned in science, mathematics, and technology by the end of the 12th grade.

Under the joint agreement reached late last month, schools participating in the N.S.T.A. project will use Project 2061's report, "Science for All Americans," as the basis for the content of their revised curriculum.

The six sites selected by the A.A.A.S. to devise new forms of curricula and instruction

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Centers To Expand Linkages Between Businesses, Schools

By Reagan Walker

Two national business organizations will launch this spring resource centers that could expand the increasingly important business-school connection to include small, community-based businesses as well as corporate giants—and substantive reform as well as so-called "partnerships."

The U.S. Chamber of Commerce is establishing a Center for Workforce Preparation, which officials say will canvass education-reform initiatives for successful programs and practices that can be disseminated to local chambers of commerce.

The National Alliance of Business, meanwhile, is inaugurating a Center for Excellence in Education, which will assist businesses, community organizations, and

Continued on Page 20

Schools Report Progress in Assessing Limited-English-Proficient Students

By Peter Schmidt

Last year, about 50 Asian students at Philadelphia's Henry C. Lea Elementary School appeared, on the basis of their behavior or low achievement, to need special education.

Only four actually received it.

The rest, after an intensive process of observation by a special team of teachers, were found to be exhibiting difficulties in linguistic and cultural adjustment that were better addressed by other kinds of intervention.

Those results would have been drastically different just a year earlier, school-district officials say. Under the standardized assessments used at the school until the 1988-89 school year, they estimate, probably 40 of the 50 pupils would have been placed in special education.

Lea Elementary is the site of the district's Pre-referral Pilot Project for Special Education, a fledgling attempt to monitor in nontraditional ways limited-English-proficient children who previously might have been deemed learning-disabled or emotionally disturbed.

The project grew out of a settlement two years ago of a federal class action that had charged the Philadelphia schools with wrongly placing hundreds of Asian students in special education. *(See Education Week, March 9, 1988.)*

Experts on the academic assessment and psychological evaluation of children say the pilot effort at Lea Elementary is one of growing number of new programs designed to avoid the mislabeling and misplacement of L.E.P. children.

Like similar initiatives under way in Chicago, Los Angeles, New York City, and Washington, the Philadelphia program

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Districts Are Already Feeling the Effects of Military-Base Closings

By Julie A. Miller

Washington—The Defense Department has begun shutting down military installations targeted for closing last year by a special commission, and school districts are already feeling the repercussions.

According to the National Association of Federally Impacted Schools, 8 of the 91 defense installations scheduled for closing or major cutbacks contribute enough students to nearby districts for their loss to threaten those school systems with serious financial problems.

Fifteen school districts are expected to receive sizeable influxes of new students as their parents transfer there from the bases that are set to close, and others will experience lesser enrollment gains and losses.

It is impossible to predict with precision

Continued on Page 33

John Nollendorfs/Picture Group

Westside High students say they still want to form an in-school religious club.

Omaha's Westside High: Unlikely Spark For Major Constitutional Confrontation

By Mark Walsh

Omaha—Bridget Mergens says she got the idea to form a Bible club at her high school from friends who were members of similar clubs at nearby schools.

The year was 1985, and Bridget, then a senior at Westside High School here, asked her principal, who also happened to be her homeroom teacher, whether it would be O.K. to start up such a club at Westside.

"We wanted to meet on campus before school for about 30 to 60 minutes, maybe once a week," she said. "About 25 of us were to attend, mostly 'born again' Christians. But they were from several denominations. We wanted to pick a chapter from the Bible, read it, and talk about it."

The request clearly was not without precedent. At neighboring schools, and at an estimated several thousand high schools nationwide, school administrators were allowing Christian Bible clubs to meet on campus.

At Westside, however, the answer was "no."

"I said, 'If you want to formalize this into a school-sponsored club,' " the school's principal, James Findley, recalled, ' "I have a problem with that.' "

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Also in the news

10 **Computerized Science**
In the TERC project, 'hands on' learning includes asking questions via the keyboard.

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The New Jersey Board of Education has denied a mostly white suburban school district's request to pull its students out of a predominantly minority high school in a nearby urban area. **Page 4.**

Seeking Minority Scientists
The National Science Teachers Association has spun off a new organization to help promote science education for students from diverse cultural backgrounds. **Page 5.**

Educating for Profit
A for-profit firm whose president is a former Tennessee state school chief hopes to convince school boards that it can run schools and even entire systems on a more businesslike basis. **Page 15.**

A Talk With Kimbrough
The new superintendent of the Chicago Public Schools discusses his first months overseeing the transformation of his city's schools under a landmark reform law. **Page 16.**

Nebraska Override
The state legislature last week overrode a veto by Gov. Kay A. Orr of a bill aimed at shifting the burden of financing public schools from local property levies to state sales and income taxes. **Page 24.**

A Quick Compromise?
Congressional lawmakers expect to quickly reach a compromise between House and Senate versions of the bill that re-authorizes the Carl D. Perkins Vocational Education Act. **Page 30.**

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CONVENTIONS IN PRINT
An Education Week guide to the annual convention of the National School Boards Association in New Orleans, La.
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ACROSS THE NATION

STATES

Test Scores Up in 12 New Jersey 'Effective Schools,' Report Says

Student scores on basic-skills tests have improved in 12 of 17 New Jersey schools experimenting with the "effective schools" program, according to a new state report.

An independent evaluation of a three-year pilot of the effective-schools concept throughout the state found that the greatest improvements occurred among students in the primary, elementary, and middle schools, rather than in the high schools, participating in the project.

Seventeen schools in 16 districts have adopted the effective-schools model. Under the model, the schools were reorganized under a "leadership team" of principals, teachers, parents, and community members.

The report, presented to the state board of education this month, hailed the project as a success, and evaluators called for expanding the program to all schools.

Sixteen of the pilot schools have agreed to use local funds to continue the program.

■ **New York schools may require students to perform community service as a condition for graduation**, the state commissioner of education has ruled.

Commissioner Thomas Sobol ruled on the issue after a woman from Rye contested her district's requirement that her son perform some type of community service to graduate. The woman argued that districts should encourage such service, not require it.

In his ruling, Mr. Sobol said the requirement was legal and reasonable. He also encouraged other districts in the state to adopt the practice.

A spokesman for Mr. Sobol said it was the commissioner's first ruling on the issue. The decision is binding unless the complainant wants to press her case in court, he added.

■ **The Wyoming Board of Education has adopted outcome-based accreditation standards for schools, making the state one of only a handful to tie school accreditation to performance.**

Under the new system, districts and schools will set their own goals and choose the assessment methods they will use for measuring progress toward reaching them.

The new standards eliminate the use of Carnegie units for high-school accreditation. Instead, students must meet local standards for mastering a common core of knowledge and a prescribed set of skills.

■ **A federal court has upheld an Illinois law requiring candidates who seek to be elected as regional school superintendents to have recent experience as public-school teachers or supervisors.**

The ruling came in a case involving Robert Donaldson, a college professor and school-board member who sought such a post. Mr. Donaldson claimed that the state elections statute violated his constitutional rights to free speech and free association, but the U.S. District Court for the Central District of Illinois rejected his argument.

The court said the state had good reason to see that candidates for supervisory positions be familiar with the "trials and tribulations of those they would supervise."

■ **The state of Michigan can require church-affiliated preschools to be licensed and can ban corporal punishment in those schools**, the state supreme court has ruled.

However, the court said this month, the state cannot mandate the program content of the schools nor can it insist that school directors be accredited.

The seven-member court cited "compelling state interest" in ruling unanimously that the state ban on corporal punishment in schools applies to the church-run preschools. A majority of the seven also agreed that state licensure laws must apply to the schools.

But requiring accreditation for program directors would violate the "free exercise of religious beliefs," the court ruled, and the state statute on content is too vague.

The decision came in a lawsuit filed by the department of social services against a Baptist church and preschool in Niles.

■ **The Salt Lake City-County Board of Health has filed suit against three school districts for refusing to pay for health inspections of school food facilities.**

At issue in the case is whether the fees for such inspections allowed under state law are user fees or taxes.

The health department is seeking to recover $185,000 in unpaid fees and and late fines from 196 schools in the Salt Lake, Granite, and Jordan school districts. The health department charges food establishments, including schools, $40 to $100 a year for the inspections.

The districts contend that they are independent bodies and are exempt from any tax or assessment by a county government. The county insists that the user fees are not taxes or assessments.

DISTRICTS

Miss. District, N.A.A.C.P. Reach Settlement in Civil-Rights Lawsuit

The Madison County, Miss., school board and the local chapter of the National Association for the Advancement of Colored People have reached a settlement in a civil-rights lawsuit that will allow the district to move ahead with a $20-million plan to consolidate two high schools.

The agreement in the suit, filed four years ago, was signed this month by U.S. District Judge Tom Lee and representatives of the school board, the N.A.A.C.P., and the U.S. Department of Justice.

The N.A.A.C.P. and the Justice Department had opposed plans to build a new high school near the town of Madison, claiming that it would hurt integration efforts. Fifty-eight percent of the students in the Madison County school system, located just north of Jackson, are white.

The board wanted to consolidate two high schools into one new building, but the Justice Department and the the civil-rights group argued that the new school would be predominantly white, while the district's third high school would remain predominantly black.

Under the agreement, the new school will be built as planned, but a magnet program will be created at the third high school to attract white students.

■ **The Vermilion (Ohio) Public Schools have successfully blocked a tax abatement promised to the Ford Motor Company in return for expanding its local operations,** and, in the process, have won back $4.5 million.

In a permanent injunction issued last month, a Lorain County Common Pleas Court judge said a tax-abatement agreement between Ford and the Lorain City Council was invalid because it did not specify that the company's was expanding its operations in direct return for the tax abatement.

The company had already begun construction when the abatement was allowed, and, therefore, could not be viewed as an incentive to the company, the judge said.

The Lorain City Council had promised Ford a 10-year, 50 percent abatement to encourage the company to expand its operations onto land that had been annexed by the city, but remained on the tax rolls of the Vermilion School District.

■ **The Chama Valley (N.M.) Independent School District must excuse the absences of the children in a family that observes the holidays of the House of Yahweh religion**, a federal judge has ruled.

Ruth and Manuel Martinez filed suit in Santa Fe last month after the district refused to excuse their five children for a trip in October for a religious observance. District officials said absences could be excused only for illness, medical appointments, or a death in the family.

The family's religion prohibits its followers from participating in secular activities, such as school, on its holy days.

U.S. District Judge Juan Burciaga ordered the district to excuse the children and to let them make up their missed schoolwork.

■ **A Louisiana school district does not have to pay damages to a student even if a principal violated her free-speech rights by deleting religious material from a commencement speech**, a federal appeals court has ruled.

The court ruled last month that the principal of Sam Houston High School in Calcasieu Parish, La., was not following an official policy of the school board when he deleted portions of the commencement speech to be delivered by Angela Guidry, whose suit for damages had been dismissed by a federal magistrate.

The magistrate ruled that the principal had to delete the material for constitutional reasons; the appeals court did not rule on whether the student's free-speech rights had been violated.

The court said there was no evidence that the school board was aware of the situation or that the principal was acting under a district policy. Federal law permits individuals to sue for damages when a governmental body violates their constitutional rights.

■ **A local school board is suing the state of Georgia to recover costs it has incurred from court-ordered desegregation efforts.**

The Savannah-Chatham County school board is seeking approximately $800,000 from the state for past and present busing costs. It also is asking the state to help pay for expenses resulting from new magnet-school programs and new school construction, both of which are necessary under the district's court-ordered desegregation plan.

According to the suit, filed in U.S. District Court, the 30,000-student district was unable to achieve a unitary system "on its own" and did not receive appropriate help from the state.

The suit marks the first time a local district has sued the state of Georgia for desegregation costs.

■ **A sweeping reorganization of the state-operated Jersey City school system will result in the elimination of one out of four central-office positions**, district officials have announced.

Elena Scambio, the state-appointed superintendent, plans to transfer 110 officials to new jobs or demote them to lower positions where they will be offered seniority and civil-service protection.

Five officials will be fired because they do not qualify for the responsibilities under their newly restructured jobs, she said.

The reorganization will not go into effect until June 30, Ms. Scambio said. A recruitment drive will begin shortly to fill 37 top positions left open by the overhaul.

A second phase of the reorganization will include changes in the district's clerical staff, but it is unclear how many positions will be affected.

Ms. Scambio is also evaluating the 35 principals in the district as part of a reorganization of school-building administrators planned for the fall.

■ **The Fairfax, Va., school board has reversed a two-year-old policy that required schools to notify parents and local communities when they enrolled a child who had tested positive for the virus that causes AIDS.**

Under the new policy, parents are no longer required to notify educators if their child has tested positive for the human immunodeficiency virus. Similarly, school officials are no longer required to tell parents that an HIV-positive student is in their child's classroom. Formerly, school officials were required to inform parents, but were not allowed to divulge the name, sex, or age of the child.

Late last year, the Virginia board of education voted to require all districts to adopt by July 1 AIDS guidelines that would protect the confidentiality of students with the virus.

■ **Health officials have not discovered the cause of an unusual skin rash that is appearing among students in three counties in West Virginia and in McDowell, Ky.**

About one-third of the 500 students who attend a K-8 school and a high school on the same campus in McDowell have developed the itchy rash, which has appeared on students' backs, necks, and arms. Health officials said they believe the rash, which is short-lived, is not due to a virus and may be triggered by something in the school environment.

Last month, parents protested health officials' inability to identify the rash by keeping about 450 students out of school for a day. The students' spring break began two days early so officials could begin environmental tests. The tests failed to reveal the cause, officials said, and students will be transferred to classrooms at another school.

In West Virginia, health officials are also trying to determine what has caused a similar rash that has affected students in three counties. "It happens every year in every state," said Herb Loy, director of immunization for the state bureau of health. "The only thing that is different about this is the public outcry."

■ **A church school in Virginia that gave extra pay to male teachers who were heads of households must award back pay to female teachers who headed households**, a federal appeals court has ruled.

The U.S. Court of Appeals for the Fourth Circuit upheld a lower-court ruling that the Roanoke Valley Christian Schools of Roanoke County, Va., must also give back pay to other school employees who were paid below the minimum wage.

From 1976 until 1986, the school gave male teachers a bonus of as much as $1,600 a year for being the head of a household, while female teachers who were the sole supporters of their families did not receive such a bonus, the court said.

The school, which is operated by the Shenandoah Baptist Church, had argued that the Fair Labor Standards Act does not apply to religiously affiliated schools.

Robert Alderman, pastor of the church, disputed the court's findings, saying that the school did award bonuses to female teachers who qualifed as heads of households.

■ **A federal judge has dismissed for lack of evidence a lawsuit filed by seven black teachers in Fairfax County, Va. who claimed that the school district's merit-pay program discriminates against minorities.**

U.S. District Judge Albert V. Bryan Jr. ruled last week that the teachers had failed to show either individual or systematic discrimination as a result of the merit-pay system.

■ **Two candidates for the Madison (Wis.) Metropolitan School District Board of Education were soundly defeated after being targeted by gay-rights activists for expressing reservations about the teaching of gay and lesbian history in public schools.**

Defeated were Earl K. Kielley, who argued in an appearance on the Christian Broadcasting Network's "700 Club" show that schools should define homosexuality but not teach that it is acceptable, and Dennis M. Niebuhr, who questioned whether the curriculum should be expanded to cover every sexual orientation.

State and local politicians had criticized the two candidates for their views in mailings to voters, and tapes of the "700 Club" interview had been shown at a local gay bar.

■ **Representatives of the Chelsea (Mass.) Teachers Union and Boston University are scheduled this month to resume negotiations over a new teachers' contract**, following the union membership's rejection of a tentative agreement.

The contract would be the first long-term pact under the unusual management agreement, reached last year over the objections of the union, between the private university and the troubled school system.

The two sides last fall agreed to an interim six-month contract, but that pact expired Feb. 28. Since then, teachers have been working without a contract.

Edwin Weinstein, president of the union, an affiliate of the American Federation of Teachers, said teachers last month overwhelmingly rejected the tentative pact. He said they objected to a provision that would have tied awarding bonuses to the results of performance evaluations.

DIMENSIONS

Education and Development

States with the highest high-school-graduation rates often have much lower high-school- and college-attainment rates, making them prime locations for starting or expanding many businesses, a new report concludes.

"The 1990 Development Report Card for the States," published by the Corporation for Enterprise Development, a nonprofit consulting firm, says that large, thinly populated states that traditionally have placed high value on high-school graduation often have much lower attainment rates for high school and college among the general population.

The reason, the report says, is that graduates often leave the state to pursue college or careers, leading to high college-attainment rates in such states as California, Massachusetts, and New York.

These states are unattractive to businesses that need highly skilled workers, but very attractive to those looking for "literate, work-ready, and traditionally highly-motivated workers," the report says.

Inversely, the report says, such states as New York, with a high college-attainment rate, often have low high-school-graduation and -attainment rates, resulting in a shortage of trainable workers for new, fast-growing businesses.

For high-school graduation rates, the report drew on unpublished 1989 data from the Education Department. The attainment rates were developed by Sheldon Danziger and Jon Haveman, both of the University of Michigan, from merged Census Bureau data for 1984-1986.

Copies of the report are available for $48 each from the Corporation for Enterprise Development, 1725 K Street, N.W., Suite 1401, Washington, D.C. 20006; (202) 293-7963.

States Graduation and Attainment Rates

State	High-School Graduation*	High-School Attainment	College Attainment
Minnesota	89.5%	80%	23%
North Dakota	88.3	75	18
Iowa	86.9	76	17
South Dakota	86.7	77	15
Nebraska	85.9	78	18
Montana	84.7	81	21
Wisconsin	83.3	75	19
Kansas	82.7	81	22
Connecticut	82.2	77	26
Hawaii	81.7	81	23

*Graduation rates from unpublished 1989 tables by the National Center for Education Statistics. Attainment rates from unpublished tables based on merged Current Population Survey data from the Census Bureau.

Source: The Corporation for Enterprise Development

PEOPLE

■ Mayor **John O. Norquist** of Milwaukee said this month that a voluntary interdistrict desegregation program expanded with court approval in 1987 should be abolished, because it drains funding from the city's schools and encourages residential segregation.

Under the program, he said, white families who move from the city to the suburbs have an expanded range of educational options, including their pick of the city's top schools, while black families have far fewer options if they move to the suburbs.

The remarks came after David R. Riemer, the city's director of administration, released a proposal calling for replacing the interdistrict transfer program with a citywide voucher program that would enable all city families to choose among public and private schools. The value of the vouchers in his proposal would be based, in part, on the receiving school's achievement record and its level of integration.

■ Detroit's superintendent, **John W. Porter**, has agreed to serve up to two more years as chief of the city's schools.

Under the deal, Mr. Porter will help the board locate his replacement by next July and will then stay on during the transition.

UPDATE

■ **Three lawyers have been indicted for illegally soliciting business from parents whose children died in the worst school-bus crash in Texas history.**

Three lawyers and a law-firm employee were charged with the offense in a sealed indictment April 6.

Twenty-one students died in the bus crash in the town of Alton last fall, and scores more were injured. *(See Education Week, Sept. 27 1989.)*

■ **The District of Columbia Board of Education has informally agreed to recommend accepting a $1-million grant from the tobacco conglomerate Philip Morris Company.**

The grant now awaits final approval by the board, which is scheduled to meet this week.

The recommendation follows an extended debate over the morality of accepting the grant, which, some members had argued, could be perceived as an endorsement of cigarette smoking. *(See Education Week, April 4, 1990.)*

The controversy surrounding the gift has also caused board members to consider refining the existing policy on accepting grants. Currently, the board must approve any grant exceeding $10,000.

Corrections

An article in the March 7 issue incorrectly described a national survey on the job-interview experiences of beginning teachers. More than 2,000 teachers were surveyed for the study—not 525, as reported.

The number of teachers hired in Connecticut last year was incorrectly reported in an April 4 story on that state's loan-forgiveness programs for teachers. According to state officials, 2,218 teachers were hired in districts across the state during the 1988-89 school year.

Districts Already Feeling Effects of Base Closings

Continued from Page 1

all the effects of these changes, those close to the situation say.

But they will surely mean years of upheaval for some schools, the observers add, and significant changes in the operation and politics of the federal impact-aid program, which compensates districts whose revenue is limited by the presence of federal property or workers.

To Timothy R. Monahan, the superintendent of schools in Portsmouth, N.H., the changes mean the loss of almost a quarter of his students and the revenue they generate, including more than $2 million a year in impact aid. Nearby Pease Air Force Base is the first large installation scheduled to close, with a projected completion date of next January.

"We have 1,000 base students," Mr. Monahan said. "By September, I expect to have 200 left, and then they will slowly leave."

The district will be forced to close two schools, said Mr. Monahan, who has cut his budget by $2.5 million and laid off 200 employees in preparation for the next school year. He said the district faces a $330,000 bill for unemployment-insurance payments.

Ultimately, he said, schools are likely to lose discretionary programs.

"What about the kid who's half way through German when we have to drop it?" Mr. Monahan asked. "That's who will really pay for this."

Some states may step in with extra aid. But many predict that upcoming Congressional action may have a larger overall impact on how affected districts weather the impending change.

Unfavorable E.D. Ruling

A section of the impact-aid law guarantees a district that loses students as a result of a decrease in federal activity 90 percent of its allotment for the previous year for each of the first three years of the cutback.

Until a few months ago, districts bracing for cutbacks thought they would be guaranteed that amount of aid.

But at a March meeting, Charles Hansen, director of impact aid at the Education Department, delivered some bad news. When he looked at the law more closely, Mr. Hansen said last week, he realized that he had missed something.

The law provides that the portion of a district's allocation paid for departed students "shall be deemed to be attributable to determinations of children" under a section describing so-called "b" students, whose parents either live or work on federal property.

The department has interpreted this to mean that districts are entitled only to "b" payments for the children who have left, even though they may have been "a" children. Payments for "a" students—whose parents both live and work on federal property—range from 80 percent to 96 percent greater than those for students in the "b" category.

If the law is applied the way the department interprets it, Portsmouth would receive about $250,000 in impact aid the first year after Pease closes, Mr. Monahan said. The district received about $2.2 million from the program last year, he said, and would get about $1.9 million the first year after the closing of the base under the original interpretation of the 90-percent rule.

Legislation Being Drafted

When the provision was enacted in 1978, payments for "b" students were relatively higher, and that amount was probably deemed appropriate, said John Forkenbrock, the executive director of the N.A.F.I.S., which is pushing for a legislative change.

An aide on the Senate education subcommittee said such a measure is being drafted, but how much it would provide the affected schools has not been decided.

The aide said the bill would authorize transition funding separately from the main impact-aid program, so that it would not draw on the program's regular funds.

Unless the transition funds were made an entitlement, proponents would then have to persuade appropriators to fund the separate line item each year.

While he supports a separate authorization, Mr. Forkenbrock expressed concern that the Congress might appropriate less for the regular program to accommodate the new effort.

"The question is, do you pay districts for kids they don't have at the expense of districts that have the kids?" Mr. Hansen said.

Districts Facing Greatest Losses Due to Base Closings

Installation	Projected Closing Date	Affected School Districts	Federal Impact Aid 1987-88 School Year
Chanute AFB, Ill.	July 1994	Rantoul City School District	$1,800,000
Fort Dix, N.J.*	September 1993	Pemberton Township, Browns Mills	4,200,000
		New Hanover Township, Wrightstown	20,304
George AFB, Calif.	October 1992	Adelanto School District	1,800,000
		Silver Valley Unified School District, Yarmo	1,500,000
		Victor Valley Unified School District, Victorville	208,547
		Victor Elementary School District, Victorville	11,174
Mather AFB, Calif.	July 1993	Folsom-Cordova School District, Folsom	601,065
Norton AFB, Calif.	April 1994	San Bernardino School District	274,848
Pease AFB, N.H.	January 1991	Portsmouth School District	2,500,000
Presidio, Calif.	March 1994	San Francisco Unified School District	1,100,000
Fort Sheridan, Ill.	September 1993	Highwood-Highland Park, Highwood	958,959

*This base is to be only partially shut down.

Districts Expected to Gain Students

Installation	School Districts
Fort Belvoir, Va.	Fairfax County School District
Fort Benjamin, Ind.	Lawrence Township, Indianapolis
Cannon AFB, N.M.	Clovis Municipal School
Fort Devens, Mass.	Ayer School District
Naval Station, Engleside, Tex.	Corpus Christi School District
Naval Station, Everett, Wash.	Bremerton School District
Fort Jackson, S.C.	Richland School District, Columbia
Letterkenny Depot, Pa.	Chambersburg School District
March AFB, Calif.	Moreno Vally School District
McChord AFB, Wash.	Clover Park School District, Tacoma
Mountain Home AFB, Idaho	Mountain Home School District
Naval Station, Pearl Harbor, Hawaii	State Department of Education, Honolulu
Shephard AFB, Tex.	Burkburnett School District
	Wichita Falls School District
Naval Station, Staten Island, N.Y.	Staten Island School District

SOURCE: National Association of Federally Impacted Schools and U.S. Department of Defense

Education Department officials told lawmakers that the base closings did not necessitate an increase in the impact-aid budget for fiscal 1991, in which the Bush Administration proposed slashing payments for "b" children.

The fiscal effects of one base closing in 1991 are manageable, Mr. Hansen said, but "it will be an issue in 1992."

Unanswered Questions

Of the other seven heavily affected districts identified by the impact-aid association, one base is to be closed in 1992, three in 1993, and two in 1994. But some of the bases will begin losing employees in the years before their closure dates.

For example, the completion date for scaling back activity at Fort Dix, N.J., is September 1993, but employees are to begin leaving this fall, a Defense Department official said.

Several superintendents complained last week that they had not received enough information from the government.

David Kincaid, superintendent of the Adelanto, Calif., elementary-school district, said he expects eventually to lose 1,200 of his 2,280 students, $3.9 million in state aid, and $1.7 million in impact aid. He said county education officials estimate that, if the district continued all its programs, "we would have a $3-million-per-year problem in balancing our budget."

But he does not exactly know when this will happen.

George Air Force Base in nearby Victorville is scheduled to close in October 1992. Information provided piecemeal by base employees indicates that the students will leave between the spring of 1991 and the summer of 1992, Mr. Kincaid said, but he would like a more definite schedule.

A recent count turned up 79 fewer "base children" than one taken in October, Mr. Kincaid said, "and I have to wonder why."

In any case, several superintendents noted, it is hard to predict how many civilian employees would remain behind after their bases close, and how many soldiers would leave a spouse and children behind to finish out a school year.

Richard Purvis, superintendent of the Clovis, N.M., schools, which are expected to gain a large number of students during the realignment, said the state legislature anticipated the problem last year, and approved legislation allowing state officials to allocate more money in that event.

Effect on Aid Program

The realignment's effect on the impact-aid program is also unpredictable, Mr. Hansen and Mr. Forkenbrock agreed.

In the short run, they said, there will be greater demand for impact aid, as districts losing students demand transition funding and those receiving more students apply for aid on their behalf.

That could result in the government paying twice for the same children, as districts can count impact-aid students any time up to the Jan. 31 application deadline, and those with late arrivals can make a second count and average it with the first.

In the long run, they said, the composition of the program is likely to change as a result of the realignment.

Bases receiving more children may be pushed into new categories, entitling them to more aid per child. And many "a" children now living on bases may move to areas where base housing is full and thus become "b" students.

Such an outcome would probably shift more funds, over all, to "b" students, Mr. Forkenbrock said, and could create more political support for payments on behalf of those students.

The bases to be closed or cut back were selected by a bipartisan commission appointed by the Secretary of Defense. *(See Education Week, Jan. 11, 1989.)*

In all, according to the commission, 58,500 military and civilian personnel will lose their jobs or be transferred. But there will be 37,850 new jobs or assignments at other bases.

The commission's intent was to bypass political considerations. The Congress and the Defense Department had to accept or reject the panel's list in its entirety, and attempts to block the plan failed.

Do You Need Extra Copies of

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Quick Action on Perkins Act Reauthorization Seen

Continued from Page 30

percent of their federal grants to postsecondary education.

Mr. Durenberger's plan also would allow as many as five states to apply for waivers to increase postsecondary funding to 65 percent if there was sufficient demand for such programs.

The compromise, hammered out shortly before the Senate vote earlier this month, caught House members and lobbyists alike by surprise.

Local Funding Differences

The House and Senate bills also differ over how the state's share of funding would be spent at the local level.

The House bill would require 70 percent of the aid to be distributed to districts based on the number of students enrolled in Chapter 1 compensatory-education programs. Another 20 percent would be allocated based on the number of students enrolled under the provisions of the Education of the Handicapped Act, and the remaining 10 percent would distributed on the basis of overall enrollment.

The Senate version would establish a minimum district grant of $25,000 and would allow districts to pool programs to qualify for grants. Both bills call for coordination between secondary and postsecondary schools, in so-called "tech-prep" programs.

But the House version of the bill would authorize $200 million to fund cooperative agreements. The Senate version would reserve 5 percent of the state's basic grants for a competitive program.

Some vocational educators are also concerned about a provision in the House bill that would rename the act "the Carl D. Perkins applied-technology education act," because it deals with "how we're going to refer to ourselves in the future," said Gordon Raley, a spokesman for the American Vocational Association.

The Senate bill contains no similar provision.

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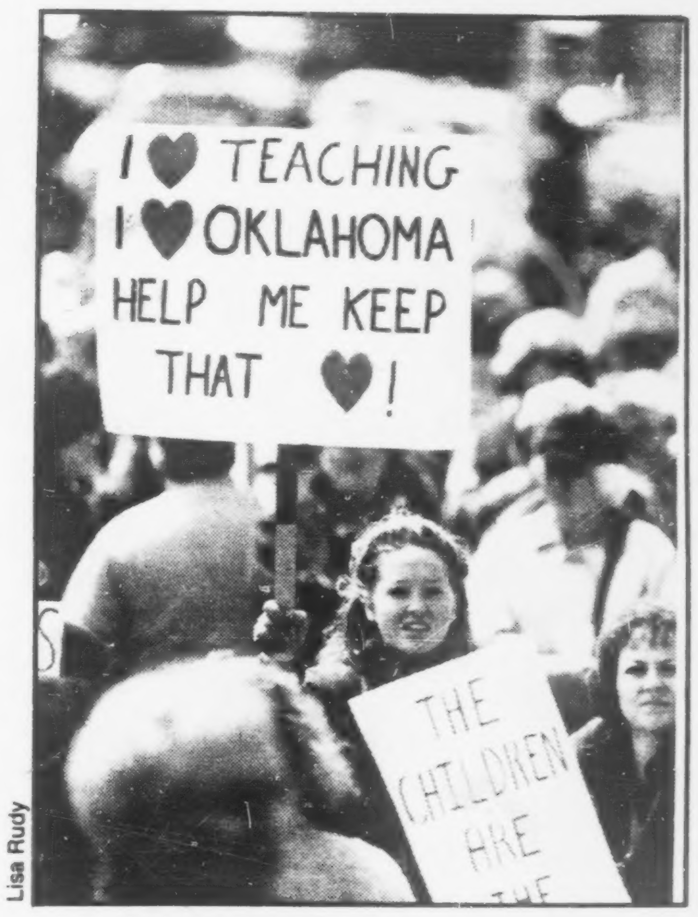

Lisa Rudy

Thousands of teachers rally at the State Capitol in Oklahoma City last week.

Reform Bill Clears Its Final Legislative Hurdle in Oklahoma

By Michael Newman

Under intense pressure from protests that closed school systems throughout the state and brought thousands of teachers and their supporters to the State Capitol, the Oklahoma Senate last week gave final legislative approval to a long-delayed education-reform package.

Late last week Democratic senators forged an agreement on the reform measure, which calls for $230 million in new taxes.

The bill was assumed dead in the Senate two weeks ago, when it failed to win enough votes to include an emergency clause. Senate sponsors had for weeks refused to send the measure on to Gov. Henry Bellmon without the clause, which had the effect of making it more difficult for opponents to overturn the tax hikes through a ballot referendum.

After a six-hour caucus on April 19, however, Senate Democrats emerged with the two-thirds majority needed to approve the clause. The final vote was 32 to 14, with all but one of the chamber's Republicans voting in the negative.

Governor Bellmon, a Republican, is expected to sign the bill.

The emergency clause also allows the measure to take effect immediately, thus giving districts funds for the coming school year.

"The issue here is solving the school-funding crisis," said Karla Feeley, spokesman for the Oklahoma Education Association. "Our schools need that money now."

The week-long protest, which was called April 12 by Kyle Dahlem, president of the

Continued on Page 17

Teacher Attrition Rate Much Lower Than Assumed, New Surveys Find

By Lynn Olson

BOSTON—In its first measure of teacher attrition in more than two decades, the National Center for Education Statistics has found that the percentage of teachers leaving the profession each year may be much lower than previously assumed.

Preliminary results from a set of new national surveys released here last week show that approximately 4.1 percent of public-school teachers left the profession in 1987-88, compared with 6.9 percent in 1969, the last year for which the Education Department collected data.

At a time of great concern about teacher shortages, the new estimate is significant, because the number of teachers who leave the profession annually is the most important figure in projecting the demand for new teachers. A 2 percent reduction in the attrition rate means that approximately 50,000 fewer teachers are leaving teaching each year than had previously been determined.

The preliminary findings, released here last week at the annual meeting of the American Educational Research Association, are based on the new Schools and Staffing Survey, an integrated set of surveys that is expected to provide the most detail ever collected on the nation's teaching force. The massive undertaking is expected to improve estimates of teacher supply and demand, allow analyses of teacher

Continued on Page 12

O.E.R.I. Chief Seeks To Bridge Gap Between Research, the Classroom

By Robert Rothman

BOSTON—The new research chief at the U.S. Education Department laid out a multifaceted agenda here last week for bridging the gap that exists between educational research and classroom practice.

Among his suggestions was the creation by "parents, business people, and others" of an educational equivalent to the *New England Journal of Medicine*—a publication that could "spread the word" about breakthroughs in teaching and learning with the same stature and credibility the medical journal brings to coverage of health-care advances.

"Our work has not yet translated into adequate results," said Christopher T. Cross, assistant secretary for educational research and improvement. "This has to change."

Mr. Cross's speech here to the annual meeting of the American Educational Research Association was his first major address to core constituents. In it, he took schools of education to task for what he called "scandalous" barriers between research and teacher training, and outlined a range of federal initiatives designed to break down such barriers across the field.

"Research must lead to results—significant gains in learning," he said. "We must establish this—student learning—as 'due north' on our research compass."

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A Study in Contrasts: Education Appointees Under Bush, Reagan Differ in Policy, Attitude

By Julie A. Miller

WASHINGTON—Over the past year, President Bush and Secretary of Education Lauro F. Cavazos have quietly assembled a team of top-level education officials that differs markedly from those appointed under the Reagan Administration.

These personnel choices symbolize the differences in policy and attitude between the two Republican Administrations.

And they have gone a considerable way toward defrosting the chilly relationship between the executive branch and the education community that characterized the 1980's.

For the first time in a decade, education circles here are not abuzz with complaints about Administration officials alleged to have ideological axes to grind or no expertise in the field.

NEWS ANALYSIS

"The Secretary and the President have

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The state's pioneering 'truth in testing' law is being challenged in federal court.

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A new employment statute will make it easier to dismiss teachers for poor performance.

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Their level of enthusiasm could provide public schools with a model, researchers say.

Judges May Order Increase in Taxes, High Court Rules

Kansas City Case Turns On Judiciary's Authority

By William Snider

WASHINGTON—In a decision that surprised and delighted many civil-rights advocates, the U.S. Supreme Court ruled in a 5-to-4 decision last week that a federal judge's powers to remedy a constitutional violation include the authority to order a governmental body to raise taxes.

All nine Justices concurred in the result of the case, which struck down a tax increase imposed directly by a federal judge on property owners in the Kansas City, Mo., school district.

But five members of the Court upheld an appellate-court ruling that the judge could instead order the district to raise taxes to fund its share of a half-billion-dollar desegregation remedy.

Excerpts on page 20

"To hold otherwise," said the opinion written by Associate Justice Byron R. White, "would fail to take account of obligations of local governments, under the Supremacy Clause, to fulfill the requirements that the Constitution imposes on them."

Some civil-rights advocates and constitutional scholars said the ruling allayed fears that the Court would use this case to re-

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Schools Falling Short In Aiding Emotionally Disturbed, Study Says

By Debra Viadero

The first comprehensive look at the quality of school life being provided the estimated 3 to 5 percent of U.S. children suffering from emotional and behavioral disorders is a portrait far from flattering.

In a book-length study to be published this summer, researchers from the Bank Street College of Education describe a group of schoolchildren floundering academically and dropping out—or being expelled—at disproportionately high rates.

They are students who are alternately ignored, isolated, misdiagnosed, or served in programs that seek to control their behavior, rather than teach them how to manage themselves.

At the Schoolhouse Door: An Examination of Programs and Policies for Children with Behavioral and Emotional Problems deals with a population experts have long called the "most neglected" of any handicapped population.

And though it catalogs serious deficiencies in many classrooms, the report also outlines some promising strategies being tried by a small but growing number of

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Children in Poverty
Nearly one-quarter of the children under age 6 in the United States are living in families whose incomes fall below the federal poverty standard, according to a new report. **Page 5.**

The Value of a Stable Home
Delinquent teenagers who grew up to become stable adults were far more likely to have come from two-parent homes than were their peers who committed crimes as adults, a study concludes. **Page 5.**

No 'Killer Tomatoes'?
Tomatoes grown from seeds that spent six years in space pose no health risks to schoolchildren who are growing them as part of a scientific experiment, NASA officials said last week. **Page 8.**

Ben Franklin's Largess
Philadelphia and Boston, the cities Benjamin Franklin remembered in his will with bequests for youth training, must decide how to spend the accumulated capital. **Page 8.**

Parental Involvement
Early findings from a national study confirm the belief that upper-income, well-educated parents pay more attention to their children's education than do poorer parents with less schooling. **Page 10.**

Choice and the Disabled
Acting on federal advice, Nebraska has amended its statewide open-enrollment program to require free transportation for participating handicapped students who need it. **Page 14.**

Budget Plan Advances
The House Budget Committee has approved a Democratic alternative to the Administration's fiscal 1991 budget that would authorize $2.5 billion more in funding for education programs. **Page 18.**

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ACROSS THE NATION

NATIONAL

Study Finds One-Third of Children Uninsured During 28-Month Period

Some 34 percent of Americans under age 18, or more than 17 million children, lacked any form of health insurance for at least one month during a 28-month period between 1985 and 1987, the U.S. Census Bureau has found.

The study, which covered a longer time period than previous bureau analyses, also found that almost half of female-headed households with children lacked private health insurance or were not covered by Medicaid for at least one month during the period studied.

One-fifth of all children under age 6 were covered by Medicaid for at least one month during the period.

Over all, about 28 percent of Americans, or 63 million people, were uninsured for at least one of the 28 months.

The study, released this month, employed a new way of measuring health-insurance coverage by monitoring coverage over an extended period of time. Traditional measures estimate how many people lack coverage at a particular time.

Using the traditional method, the study reported, 15.3 percent children under age 16 and 21.9 percent of those between the ages of 16 and 24 lacked insurance during the last quarter of 1988. Based on that method, 13 percent of the overall population, or 31.5 million people, lacked health insurance during that time.

STATES

Assaults, Weapons Posssessions Up In California Schools, Report Says

The number of students charged with assault and with possession of weapons in California schools increased dramatically during the 1988-89 school year, according to statistics released last week by the state education department.

Statewide, weapons charges increased by 21 percent and assaults by 12 percent over the previous school year, according to the report.

The report also states that 14 students were murdered in public schools during the year, twice the number the previous year. That total, however, includes the 6 children who were killed in January 1989 when a gunman fired on a schoolyard at the Cleveland Elementary School in Stockton, a department spokesman said.

Over all, crime increased by 5 percent over the previous school year, despite a 43 percent drop in drug-abuse charges and reductions in the rates of theft, robbery, and burglary, according to "School Crime in California," the department's fourth annual report to the legislature on crime in the schools.

Bill Honig, the state's superintendent of public instruction, argued that the statistics indicate that "our schools are safer than the communities that they serve."

But he also called the upward trend in weapons charges "especially alarming." Middle schools, he added, not only had the highest rate of crime per average school, but also showed increases in all categories of weapons possession.

Even before the figures were released, the *Los Angeles Times* reported that local educators complained that they were misleading because of wide discrepancies in the way individual districts report crimes.

Three Florida Teachers Sue State Over Use of Child-Abuse Registry

Three Florida teachers have gone to federal court in an effort to prod the state department of health and rehabilitative services to alter its practice of keeping a registry with the names of suspected child abusers.

The class action, brought on behalf of all persons who, like the teachers, have been linked to child abuse through the registry, was filed earlier this month in district court in Tallahassee.

The unnamed teachers contend state officials violated their due-process rights under the U.S. Constitution by listing them without first giving them a fair hearing.

In their suit, they ask the state welfare agency to remove their names from the list and to refrain from adding others until "minimal guarantees of due process" are in place.

The registry categorizes child-abuse cases as "confirmed," "indicated," or "unfounded." The teachers who filed suit were linked to cases that fall in the first two categories.

People listed as "confirmed" abusers are kept on the registry for 50 years and barred from holding any job involving children. Where child abuse is "indicated," the information is kept for seven years and is supposed to remain confidential.

The lawsuit contends that, in practice, however, the information is widely circulated.

■ **Three administrators in the Mesquite, Tex., school district, charged with violating security measures before administering a state minimum-skills test, have agreed to a voluntary one-year suspension of their teaching credentials.**

The Texas Education Agency charged the three administrators with breaching test security by opening a vault and looking at the Texas Educational Assessment of Minimum Skills before giving it to students.

The test is administered each February to all public-school students in odd-numbered grades.

The administrators—Peggy Jo Gray, the district's elementary language-arts coordinator; Mary Joy Simms, a reading coordinator; and Iris Elaine Griffin, a secondary-school language-arts and foreign-language teacher—have until this week to submit additional information in their defense, according to Joey Lozano, a T.E.A. spokesman. The commissioner of education must then approve the voluntary suspension of their credentials, he added.

Although there was "some indication that information about the test had been shared with other staff members," said Mr. Lozano, it was unlikely that the validity of the test was compromised.

Going To Bat for Bats

While the craze over last summer's hit movie "Batman" may have peaked, students in Denver continue to be bats about bats.

With the help of the Colorado Urban Wildlife Partnership, students and teachers in the city's schools are building homes for a little-known urban dweller, the small brown bat.

The project began as a local complement to Earth Day events, according to Brenda Collison, education coordinator for the Colorado Wildlife Federation, a member of the partnership.

"We wanted something that focused on the nighttime," she said. "Since bats are misunderstood, we wanted to do an educational project on them."

So the group, which also includes the Denver Zoo, the Museum of Natural History, and other organizations, sponsored information packages on how to build bat houses. In addition to plans for building the houses, each package contains a book on bats and promotional materials for educational videos about the creatures. Over the last four to five weeks, more than 800 packages have been distributed to schools, scout troops, and others interested in the order *Chiroptera*.

Although not endangered, the little brown bat often loses habitat when the abandoned buildings it nests in are razed for new development. The bat houses provide a safe haven, said Carron Meaney, curator of mammalogy at the Museum of Natural History, clearly a bat fan.

"The bats are unsung heroes because they consume so many insects and because pesticides are such a problem," she noted.

Pattyanne Corsentino, who teaches science to 7th-grade students at Martin Luther King Jr. Middle School, said that most of her 120 students participated in the bat-house project. She plans to hang some of the houses around the school and under the Platte River viaducts.

"The kids are fascinated," Ms. Corsentino said," because it was something they don't know about. And with the 'Batman' movie craze going on, we couldn't let this one go."

—S.K.G.

Peter Steiner

DISTRICTS

Two Minnesota Educators Indicted Under Child-Abuse Reporting Law

Two Minnesota school administrators have been indicted for allegedly failing to inform law-enforcement authorities about a teacher they suspected of having a sexual relationship with a student.

A grand jury charged Kenneth Doty, superintendent of schools in West Concord, and Raymond Six, principal of West Concord High School, under a 1983 state law that requires educators to contact law-enforcement authorities when they "know or have reason to believe" that child abuse has occurred.

The charges stem from a case involving a female teacher and coach at the high school, who is accused of having an affair with a female student.

Teachers and other school employees who were granted immunity from prosecution in return for their testimony said they had reported rumors of the relationship to the administrators. Neither they nor the administrators, however, reported the matter to authorities, the grand jury concluded.

■ **A high-school student in Pennsylvania has alleged in a federal lawsuit that his First Amendment rights were violated when school officials restricted his distribution of religious pamphlets.**

Charles and Theresa Slotterback filed the suit April 13 in federal district court in Philadelphia on behalf of their son Scott, a sophomore at Interboro Senior High School in Prospect Park.

According to the plaintiffs, the school's principal threatened to suspend or expel Scott if he continued to distribute copies of a religious comic book to schoolmates. They say the principal later changed his mind and allowed the student to distribute the comics outside the school building after school hours, but only twice a year.

The lawsuit contends that the school's policy violates the student's constitutional right to religious freedom.

■ **A Reno (Nev.) High School sophomore has filed suit in federal court alleging that her free-speech rights were violated when school officials suspended her for writing allegedly menacing and obscene messages** in a spiral notebook that circulated among students.

The suit, filed in U.S. district court against the Washoe County School District, claims the district violated the First Amendment rights of five students suspended for writing messages that, the district alleged, were offensive and threatening to teachers.

John N. Schroeder, the lawyer for the plaintiff, Heather Gilbertson, acknowledged that some of the writings in the notebook were strongly worded, but added that the notebook was not intended for publication.

■ **The Chicago Police Department is investigating charges that officers beat schoolchildren who were protesting the firing of their school principal.**

The incident took place outside Morrill Elementary School on April 10. The students met outside the school to protest the district superintendent's firing of Eduardo Cadavid. The local school council earlier had deadlocked on whether to retain Mr. Cadavid.

The origin of the charges is unclear, according to Tina Vicini, a police spokesman. The police, she said, asked students to return to class or face truancy charges. Within an hour, she said, the students were back in the school building without incident.

Ninety minutes later, however, said Ms. Vicini, "the media appeared, accusations of police brutality began to circulate, and some students began complaining of bruises."

The police department is interviewing people who were at the scene, and most witnesses, according to Ms. Vicini, have reported that "there was no evidence of roughhousing and no evidence or complaints of injury" immediately after the protest ended.

Mr. Cadavid could not be reached for comment.

■ **The Tucson, Ariz., school board has voted to eliminate nearly 300 jobs in a move to save the financially troubled district $12.8 million.**

District officials said the board was forced to announce the layoffs after voters in February rejected two property-tax measures that would have boosted the school budget by $24 million.

The budget measure, which goes into effect July 1, will eliminate 75 teaching positions, 24 administrative jobs, and 200 other positions, including school nurses, classroom aides, librarians, counselors, and custodians. Students will also be required to pay between $75 and $175 to participate in all sports and extracurricular activities.

■ **Mayor Kurt L. Schmoke of Baltimore has denied rumors he is seeking to oust Superintendent of Schools Richard Hunter, but said the district would hire a new deputy superintendent to manage its day-to-day operations.**

The Mayor told a press conference April 11 that he supported Mr. Hunter, but that a new chief operating officer would be hired by Mr. Hunter and the school board to take over daily operations.

Recent press accounts had suggested the Mayor was already searching for a replacement for Mr. Hunter. Clinton Coleman, the Mayor's press secretary, denied the rumor, but admitted that the Mayor questions Mr. Hunter's handling of several security matters. In particular, Mr. Schmoke was upset by an incident in which a television reporter, posing as a student, entered several high-school buildings undetected.

The new position will enable Mr. Hunter to concentrate on such duties as developing curriculum and school policy and lobbying for extra funds, Mr. Coleman said.

■ **A federal appeals court has overturned a ruling that upheld at-large voting for school-board members and other officials in Liberty County, Fla.**

The U.S. Court of Appeals for the 11th Circuit ruled this month that black plaintiffs challenging the at-large voting practices in Liberty County had shown that whites there vote as a bloc to defeat black candidates and that the black community is both politically cohesive and large and compact enough to elect a black candidate in single-member-district voting. The judges returned the case to district court for resolution

The county, which is 11 percent black, has never had a black candidate elected to office.

DIMENSIONS

Elected School Officials

Only 4 percent of popularly elected school officials in the United States in 1987 were black or Hispanic, according to data compiled by the U.S. Census Bureau.

Based on a review of elected officeholders in that year, the bureau reports that 85 percent of the 86,772 school-board members, superintendents, and other elected officials in school districts nationwide were white. Two percent were black and another 2 percent Hispanic.

Sixty-six percent of the officials were men.

Data on sex or race, or both, were not available for approximately 10 percent of the officials.

The bureau also reports that 87 percent of elected board members that year were chosen on an at-large basis, while 13 percent were elected from subdistricts.

A total of 2,574 school-board members were appointed, the bureau found. Whether their membership was appointed, elected, or a combination of the two, boards had an average of six members.

The data include officials in the 14,721 independent school districts nationwide, but not in 1,492 dependent districts that are considered part of another government entity.

The report is "1987 Census of Governments, Vol. 1, Government Organization, Number 2, Popularly Elected Officials."

Elected School Officials by Race and Sex

	Total	%	Male	%	Female	%
Total U.S.	86,772	100	57,174	100	20,648	100
White	74,003	85	54,380	95	19,673	95
Black	1,825	2	1,276	2	549	3
Hispanic	1,415	2	1,101	2	314	2
Native American	488	1	347	1	141	1
Asian	91	0.15	70	0.5	21	0.5
Not reported	8,950	10	N/A		N/A	

Note: Details may not total 100% because data on race or sex was not reported, or due to rounding.

Source: U.S. Bureau of the Census

UPDATE

■ **Thousands of Massachusetts teachers have received layoff notices as a result of the state's budget crisis,** according to a study by the state education department. *(See Education Week, Oct. 18, 1989.)*

According to the survey, which was conducted early this month, 6,111 teachers in 159 school districts were expected to have received pink slips by last week. That represents about 16 percent of the teachers in those districts, the report says.

Commissioner of Education Harold Raynolds Jr. noted that the actual number of layoffs in the districts surveyed probably would be fewer than the number of notices. State-aid payments and the resolution of any local budget problems will likely free up more funds, he said.

Mr. Raynolds added, however, that the statewide total of layoff notices will be higher than 6,111, because only about 65 percent of the state's teachers were included in the survey.

According to the study, other school employees in danger of losing their jobs include 195 support-staff members, 197 administrators, and 450 instructional aides.

■ **Beginning next month, student-commuters in New York City will be able to ride on specially designated, guarded subway trains,** the city's Transit Authority has announced.

A group called "Principals for Safe Passage" this month asked the authority to develop a plan to establish guarded trains for students. The principals were concerned about increased violence against students on their way to and from school. *(See Education Week, April 4, 1990.)*

The pilot program, now being developed by the authority and school officials, probably will begin on the D line, running through Brooklyn, the site of several violent incidents against students, an authority spokesman said. Security officers will ride on at least one specially designated car on each train during mornings and afternoons.

This Little Piggy Went to School

AP/Newsfinder

Fourth-graders at Barton School in Minneapolis got some hands-on experience in farming when a 6-week-old piglet named Perfect 10 visited the school recently.

PEOPLE

■ **Jerome B. Jones**, the first black superintendent of the St. Louis, Mo., school system, has announced his resignation, effective June 30—a year before his contract was due to expire.

Mr. Jones apparently surprised school-board members with the resignation, which came only a week after the school system won approval of its first bond issue in 28 years.

When Mr. Jones came to the district in 1983, it had lost its state AAA bond rating and was under a court order to reduce classroom size.

In recent months, a state audit had criticized Mr. Jones's expenditures, and the board established new guidelines to regulate spending.

Mr. Jones has not announced his future plans.

R4800-2

EDUCATION WEEK

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After Ruling, Focus in Kansas City Shifts To Putting Plan Into Action

By William Snider

KANSAS CITY, MO.—Paseo High School is an old, Gothic stone building that sits atop one of the larger hills in this city, commanding a panoramic view of tree-lined but impoverished black neighborhoods.

It is slated to be demolished this summer to make way for two new schools, a middle school and a high school, that will share a separate state-of-the-art facility for fine and performing arts.

The architects of this district's desegregation plan—one of the most expensive and ambitious ever attempted—hope the new schools, and others of comparable quality throughout the district, will lure back the thousands of white families who fled this city during earlier desegregation efforts.

Until recently, both critics and supporters of the plan have focused much of their attention on how its $500-million price tag would be met.

But the U.S. Supreme Court ended those worries last month when it ruled in a 5-to-4 decision that U.S. District Judge Russell G. Clark, who approved and oversees the plan, could order the district to increase property taxes to pay its share of the cost.

The ruling has been decried by commentators nationally as an unwarranted expansion of judicial powers, and it provoked Missouri's two U.S. Senators, John C. Danforth and Christopher S. Bond, both Republicans, to sponsor a constitutional amendment to prohibit the federal judiciary from ordering state or local officials to levy or increase taxes.

But locally, it generated none of the organized protests that occurred in 1987, when Judge Clark first doubled the district's tax rate and created an income-tax surcharge that was later struck down.

Instead, the school board's first meeting since the ruling was dominated by the fate of Paseo High School. Alumni from the school's

Continued on Page 10

William Snider/Education Week

Students in Kansas City, where officials have crafted one of the most ambitious desegregation plans ever attempted.

Asbestos Study Finds Custodians At Increased Risk

Lung Scarring Found In 28% of Employees

By Ellen Flax

School custodians run an increased risk of developing asbestos-related diseases, the results of a groundbreaking medical study suggest.

The study, sponsored by the New York City Board of Education, was conducted by Irving J. Selikoff, one of the country's leading researchers on the health effects of asbestos.

It found that 28 percent of the 660 custodians studied showed X-ray evidence of scarring of the lung tissue and surrounding areas. Among those who had been on the job 35 years or more, 39 percent showed such scarring.

According to Stephen Levin, Dr. Selikoff's colleague at Mount Sinai Hospital in New York City, such scarring is evident on X-rays in "less than 1 percent" of the general population. It is believed to be caused by exposure to asbestos, he said, and is evidence of asbestosis, a lung disease caused by inhaling asbestos fibers.

The physician said that 53 percent of the custodians who had worked more than 35 years and whose only exposure to asbestos had been at school had chest X-rays that indicated some form of lung disease.

The study, whose findings were sent last week to the New York City board, is the first to examine whether school custodians are likely to develop asbestos-related diseases as a result of their occupational exposure to asbestos.

In a separate study that has yet to be published, a researcher at Massachusetts General Hospital in Boston found scarring in the lining of the lungs of 40 percent of the 121 school custodians examined.

Another study is investigating the in-

Continued on Page 24

5-Year Study Faults Placement Practices For L.E.P. Students

By Peter Schmidt

TUCSON, ARIZ.—The types of instructional services provided to limited-English-proficient children depend primarily on local conditions and available school-district resources, not on the pupils' academic needs, concludes a U.S. Education Department study that tracked the progress of L.E.P. elementary-school students for five years.

For local educators who determine the placement of these pupils, the study found, such factors as school and classroom size and the size of L.E.P. enrollment outweigh such individual considerations as students' levels of English proficiency.

"English proficiency of the L.E.P. student does play a minor role in the assignment to services, but mostly in the earlier grade levels," according to a summary of the study's findings released here last week at the annual conference of the National Association for Bilingual Education.

The researchers found significant flaws in schools' procedures for placing children in or removing them from L.E.P. programs, and a widespread failure by schools to comply fully with district policies in this area.

In addition, they found that Spanish-speaking students, who accounted for 78 percent of the pupils studied, were far more likely to receive instruction in their native language than were other L.E.P. students.

Native-language instruction was provided to 72 percent of the Spanish-speaking 1st graders and 59 percent of the Spanish-speaking 3rd graders studied, compared with only 16 percent of 1st graders and 11 percent of 3rd graders from other linguistic minorities.

Carmen Simich-Dudgeon, director of research and evaluation for the Education

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24-Nation Effort To Compare Schools Steams Toward First Report in 1992

By Robert Rothman

The first large-scale international effort to develop a common set of measures for evaluating education systems is moving rapidly toward implementation.

The 24-nation project, undertaken by the Organization for Economic Coordination and Development, a group of Western, industrialized nations, is expected to provide the first comprehensive nation-by-nation comparisons of school systems.

Participants outlined the project's first phase at the annual meeting of the American Education Research Association in Boston last month.

In that initial 18-month period, they said, representatives of the participating countries reached general agreement on some two dozen indicators to measure the quality of education in five general areas: school enrollment, educational outcomes, school processes, resources and costs, and attitudes and expectations.

Over the next two years, participating countries will collect data for the project's first report, which is expected to be released in 1992.

Jeanne Griffith, deputy commissioner of the U.S. Education Department's National Center for Education Statistics, said the report will aid school-reform efforts in each nation by providing the first set of data against which schools can be compared.

"International comparisons represent an opportunity to present standards," she said. "Internally, you have no basis of knowing

Continued on Page 12

70 Chicago Principals Break With Colleagues To Press Board To Institute School Reforms

By Ann Bradley

A group of Chicago principals has come out strongly in favor of the city's sweeping school-reform efforts in a break with the Chicago Principals' Association, which is fighting the restructuring in the courts.

In a petition submitted last month to the city's interim board of education, the Chicago Public School Principals Coalition requested that the board make 23 changes in district procedure to help principals in their efforts to improve schools.

"We . . . do solemnly declare our commitment to the institutionalization of a restructured public-school system," the petition states.

"This petition," it continues, "is a public declaration of our collective desire to be known as positive constructionists, and not as obstructionists."

Sylvia Peters, the chairman of the coalition and the principal of Alexandre Dumas Elementary School, said last week that about 70 of the school system's 540 principals have signed "manifestos" supporting the group's positions and that more are expected to do so.

Each statement was also signed by the chairman of the school's local school council—a fact that Ms. Peters said represents a "very powerful movement" in support of school reform.

"I can't abide this negative business any longer," Ms. Peters said. "The whole thrust [of the new group] is to change the public's perception of the principalship. Right now,

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Also in the news

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Lack of school involvement does not always signal lack of concern, a study shows.

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Two national groups are quietly mustering support for a 'new math' that will endure.

14 **School-Finance Roll Call**
A review of the lengthy list of states either fighting or facing equity-based lawsuits.

17 **Attack on Grade Retention**
Massachusetts' schools chief calls it an 'easy answer' with harmful consequences.

IN SUMMARY

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More than one-fifth of the 50 colleges of education seeking accreditation from the National Council for Accreditation of Teacher Education were denied approval last week. **Page 5.**

School Crime on the Rise
Serious crimes against New York City public-school employees increased dramatically in the first half of the school year, especially in elementary and special-education schools. **Page 5.**

Hopi Suits Settled
The Justice Department has agreed to pay $13 million to settle lawsuits brought by Hopi Indian children who said they were molested by a former teacher at a Bureau of Indian Affairs school. **Page 8.**

Cutbacks in North Carolina
School districts there are due this week to tell the state how they intend to slash nearly $40 million from their budgets in response to the state's continuing fiscal crisis. **Page 16.**

Drug-Free Schools
Education Department regulations published last week give schools wide latitude in meeting a Congressional mandate to adopt anti-drug programs and policies or risk losing federal funds. **Page 20.**

'Full Funding' for the Disabled?
A coalition of organization lobbyists and advocates for the disabled has launched a major effort on Capitol Hill to secure "full funding" for special-education programs. **Page 21.**

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ACROSS THE NATION

NATIONAL

N.G.A., A.I.D. Examine Reforms To Export to the Third World

Calling education reform an essential part of any economic-development strategy, the National Governors' Association and the U.S. Agency for International Development last week met to discuss aspects of American reform experiences that might be exported to Asian and Near Eastern nations.

"We have no magic talismans to hand out to the rest of the world," Chester E. Finn Jr., a professor of education and public policy at Vanderbilt University, said. "But there are some commonalities" of successful reforms.

For example, he and others suggested, effective restructuring efforts in the United States have focused on student performance, and have involved parents and business leaders, as well as educators.

David W. Hornbeck, a former state superintendent of education in Maryland, noted that school restructuring in Asia and the Near East likely will require new resources. But, he said, schools must first ask themselves what they want to accomplish and how they plan to do it before seeking new funds.

In addition, noted Thomas Nicastro, chief of the human-resources division of the A.I.D.'s bureau for Asia, the Near East, and Europe, countries can make major changes by redistributing existing resources and by seeking funds from nongovernmental sources.

STATES

State Age-Bias Charge Expected To Affect Maryland School Districts

The Maryland Human Relations Commission has charged the Harford County school system with age discrimination for failing to hire a 36-year-old teacher with 13 years' experience while hiring less-experienced job candidates.

The age-discrimination charge, the first of its kind in Maryland involving a teacher, is expected to have broad implications for school districts throughout the state, said Michael L. Foreman, the commission's general counsel. Many districts routinely hire less-experienced teachers in order to pay them less, he said.

The commission found that the Harford County schools discriminated against Donald L. Stoltenberg, a social-studies teacher who was told in 1987 he had "too much experience" when he inquired about a job. He later learned that four social-studies teachers were hired that year.

While it is unusual for age-discrimination cases to involve someone under age 40—the threshold under federal statutes—Maryland law specifies no minimum age.

Mr. Foreman said the commission is now negotiating with Harford County officials to settle the case. Possible remedies include offering Mr. Stoltenberg a job or compensating him for the lost wages he suffered as a result of the discriminatory action, he said.

■ **Illinois school districts may issue high-interest bonds to pay for capital improvements,** the state supreme court has ruled.

The opinion, delivered April 18, held that a 1984 bond issue by the Allendale Community Consolidated School District No. 17 in Wabash County was legal. The interest rate on the bonds, which were to be used for safety improvements, was 9.75 percent. Their total value was $275,000.

A group of taxpayers in the county sued the district, claiming state law limited the interest rate on local-government bonds to 7 percent. In 1986, their claim was dismissed in county court, but an appellate court overturned that decision in May 1989.

In its ruling, the Illinois Supreme Court cited a law passed last June by the legislature that retroactively validated all such high-interest bonds.

"The objection to the bonds which existed at the time of the appellate court's decision no longer exists," the court said.

■ **The Maine Supreme Court has unanimously upheld a lower-court decision that a 4th-grade teacher's due-process rights were not violated when she was fired for having a sexual relationship with a 15-year-old boy.**

Kathleen Elvin, who was fired by Superintendent Albert Hall of Waterville in February 1989, had acknowledged her affair and had pleaded no contest to one count of assault stemming from her sexual contact with the boy, who had babysat for her two children.

She challenged the way she was fired, however, contending that the district denied her due-process rights granted under the state constitution by not allowing her to cross-examine the boy over the contents of an affidavit he had submitted.

In upholding the Kennebec County Superior Court decision, the supreme court last month said that the affidavit was only one portion of the evidence that was "corroborated by extensive information from other sources."

■ **The federal government's count of school dropouts in Florida is highly inaccurate and should be updated,** a state auditor general's report has charged.

In an evaluation of the 1982-1988 school years, the Florida auditor general's office found that the federal dropout count had included students who had died or transferred to another district.

Since 1982, Florida has been identified by the federal government as having a graduation rate that ranks among the worst in the country.

The auditor general's report, released last month, cited consistency problems in both the state and federal dropout counts in defining who is and is not a dropout. The definition varied from county to county, it said, and students were often counted twice.

According to the report, Florida's graduation rate in 1987 was 77 percent. The federal government estimated the state's graduation rate that year at 58 percent—the lowest of any state.

Commissioner of Education Betty Castor said she was pleased that the report confirmed her suspicions that the state dropout rate was not as bad as had been reported.

A more detailed report on the state's tracking methods for dropouts is expected to be released this month.

■ **A special panel formed by the Idaho education department has recommended that students be allowed to count up to four vocational-education classes toward meeting admission requirements for state colleges and universities.**

The panel recommended that students be allowed to take two scientifically oriented vocational classes, such as horticulture or agricultural science, as part of their six-unit natural-sciences requirement for admission to state higher-education institutions.

It would also allow two of the three free electives required for admission to be vocational-education classes.

Robin Dodson, the board's chief academic officer, said the board would probably approve these changes in admission requirements for the graduating class of 1992 at its September meeting.

Not Just Another Bake Sale

Like parent-teacher groups all over the country, the Parent-Teacher Organization at the private Boca Raton (Fla.) Academy holds an annual fund raiser for the school. But unlike most other such affairs, this P.T.O. fund raiser offers participants a chance to bid on half-million-dollar homes and to win a Porsche.

Recently, some 400 "friends and family" of the academy attended the fourth annual dinner-fund raiser to bid on hundreds of items donated by parents, retailers, and businesses, said Susie Tabor, president of the academy's P.T.O.

The big draw this year was a four-bedroom waterfront house appraised at $407,800, and donated by the father of two students. The proceeds would have gone to the school, said Ms. Tabor, but no one met the undisclosed minimum bid.

Disappointed bidders still had plenty of other enticing items to consider, including an Alaskan cruise and a trip to Rio de Janeiro. Less-pricey items included a basketball jersey autographed by the former star Wilt Chamberlain, a basketball autographed by the Los Angeles Lakers, dinners at area restaurants, jewelry, and several antiques.

More traditionally, parents could bid for the honor of having a corner of the school library named after their son or daughter for a year or on a chance to trade places with the principal for a day.

The auction was followed by a drawing in which purchasers of $100 tickets were eligible to win a 1990 Porsche 944 Cabriolet (or $35,000 in cash), two tickets to fly the Concorde to London plus $1,500 spending money (or $15,000 in cash), and tuition to the academy for one year (or $5,000 in cash).

The academy's P.T.O. devotes 10 months a year to putting together the extravagant evening, but it is time well spent. The event raised close to $95,000 this year, Ms. Tabor said, topping last year's $85,000.

The proceeds, she said, will be used for student scholarships, faculty endowments, and facility improvements. —J.W.

Abolish Grade Retention, Massachusetts Chief Says

By Robert Rothman

Launching a rare attack on one of the most widespread school policies, Massachusetts' commissioner of education last week urged the state's districts to cease retaining low-achieving students in grade.

In a report submitted to the state board of education last week, the commissioner, Harold Raynolds Jr., found that nearly all Massachusetts schools recommended students for retention in the 1989-90 school year, and that rates in urban schools and those with large minority populations were substantially higher than those in suburban and rural schools.

In some districts, some 20 percent of kindergartners and 1st graders and 35 percent of 8th graders were required to repeat grades.

But far from improving the academic and psychological fortunes of these students, the report argues, the practice is a costly move that may in fact retard their academic achievement and make it more likely that they will drop out of school.

Grade retention is "a refuge for those who take the view of education as a high-jump bar—students have to keep jumping until they get over it," Mr. Raynolds said in an interview. "That's not a very useful idea from an educational standpoint."

"It's blaming the victim because the child doesn't fit the pattern of education provided," he continued, "instead of wondering, 'What is the school doing?' "

"The school has the responsibility of making sure all children learn," the commissioner said.

Instead of retaining students, the report recommends that districts adopt alternative policies for ensuring that all students succeed. Such policies, it suggests, should include changes in curricula, new methods of grouping students, and the use of mentors.

Although the state lacks the authority to mandate such policies, Mr. Raynolds said, the department of education will consider awarding discretionary grants only to those districts that have adopted alternatives to grade retention.

In addition, he said, state officials plan to use the "bully pulpit to emphasize, highlight, underscore, and demonstrate the lack of usefulness activities such as grade retention have."

Lorrie A. Shepard, the co-editor of *Flunking Grades: Research and Policies on Retention*, a 1989 book on the issue, said Mr. Raynolds's report is one of the first attempts by a state-level policymaker to re-examine the policy of grade retention. While some states—such as Mississippi and Georgia—have backed away from controversial kindergarten-retention policies, Ms. Shepard said, there has been little public outcry about holding students back in other grades.

"It's still on the upswing," she said. "The public believes that's what you do with kids who aren't achieving."

'Tracking With a Vengeance'

The report issued last week is the second in a series aimed at examining ways to redesign school policies in order to reduce the dropout rate, which is as high as 40 percent in some Massachusetts cities, Mr. Raynolds said.

The first report, released in January, urged districts to eliminate tracking and ability-grouping, a policy that is coming under increasing scrutiny from educators. *(See Education Week, March 28, 1990.)*

Future reports will examine discipline policies and curricula, according to Dan French, a dropout-prevention specialist in the department and the author of the reports.

The issues of ability-grouping and grade retention are linked, noted Mr. Raynolds, because both practices result in low-achieving students' receiving lower-level instruction.

"Grade retention is tracking with a vengeance," he said. "We are terribly good in public education at sorting, but not good in educating children in an equitable way."

'Easy Answer'

The new report found that nearly all districts recommend retaining students in grade, and that the overall statewide rate—3.5 percent—is at the low end of the national average of between 2 percent and 8 percent.

But the rate varies widely throughout the state, the report found. Some 66 percent of the total number of students recommended for retention were in urban districts, it found, even though such districts serve only 41 percent of the state's student population.

Moreover, the annual retention rate masks the true extent of the practice, Mr. French noted. Because few students repeat more than one grade, they may show up only on one year's statistics, he said, yet many are repeating grades.

"If you followed one class from kindergarten through high-school graduation," he maintained, "well over 50 percent of the students [in some districts] would have dropped out or been retained in grade."

Such high rates also add to the cost of education, since districts must pay for the additional years of schooling, the report notes. In Massachusetts, it found, with 28,233 students recommended for retention in the 1989-90 school year and an average per-pupil cost of $4,259, the total statewide cost of retentions could be as high as $120 million.

"Such high costs would be laudable," it says, "if the practice was found to be effective in substantially raising academic achievement. However, this is not the case."

"Our public schools," it says, "are significantly increasing school budgets by retaining students without any indication that the money is well spent."

Not only is the practice ineffective in raising achievement, the report adds, it may in fact "retard academic progress, undermine student self-esteem, and ultimately contribute to a student's decision to drop out of school."

Instead of retaining low-achieving students, the report states, districts should adopt comprehensive strategies for "successfully engaging all students, especially those achieving at low levels."

It includes several examples of such programs, both in Massachusetts and elsewhere. But Mr. French said that department officials hope the report will spur districts to develop model approaches that could be replicated throughout the state.

"As far as we are concerned," he said, "grade retention is the easy answer to the complex problem of raising the achievement levels of low-achieving students."

DATABANK

Report Traces Increase in Property-Tax Revenues

Despite efforts to limit the use of property taxes to finance the schools and other local-government activities, fiscal revenues produced by property levies increased faster than personal income during much of the 1980's, according to a report by an analyst for the National Conference of State Legislatures.

"The property tax can be called the 'comeback kid' of the 1980's," writes Steven D. Gold, the organization's director of fiscal studies.

Property-tax revenues rose from $3.38 for each $100 of personal income in 1980, Mr. Gold found, to $3.51 in 1988.

The rise in property-tax revenues during the past decade was particularly notable, Mr. Gold adds, in comparison with their relative decline during the 1970's. In 1972, the average rate nationally was $4.74 per $100 of personal income.

"Property-tax relief had been a major theme in many states after 1972, and reliance on the property tax was shrinking in many states" as the 1980's began, the report explains. "But predictions of the demise of the property tax were premature."

As the chart below shows, changes in tax rates in individual states varied widely, from a 69.5 percent increase in the District of Columbia to a 38.1 percent decline in Massachusetts.

The fall in Massachusetts' rate reflected the impact of the tax-limiting Proposition 2 ½, Mr. Gold notes, as well as the economic boom enjoyed by that state until 1988.

Rate increases in such states as Louisiana, Mississippi, and Florida, on the other hand, were due to such factors as local governments' fiscal problems and the need to make up revenue losses caused by federal budget cuts.

"Cutbacks in federal aid in the 1980's were especially aimed at local governments, and they had to increase property taxes to recoup some of this lost aid," the study suggests.

Fiscal woes also contributed to a rapid rise in Texas's property-tax burden, the study indicates. That state's 1980-88 increase was second only to the District of Columbia's.

In Texas, "efforts to improve the schools relied heavily on local property taxes rather than state aid," Mr. Gold observes.

In Arizona, by contrast, property-tax revenues as a share of income declined by 13 percent. "The state provided a great deal of property-tax relief to forestall a tax revolt," the report states. "As in Massachusetts, this weakened the fiscal condition of the state."

Mr. Gold's analysis appears in the March/April 1990 issue of The Fiscal Letter, *published by the N.C.S.L.*

		1980		1988		1980-88	
	State	Revenue	Rank	Revenue	Rank	Percent Change	Rank
New England	Connecticut	$4.42	11	$4.31	15	-2.6%	35
	Maine	4.34	14	4.23	17	-2.6	36
	Massachusetts	5.87	2	3.63	24	-38.1	51
	New Hampshire	5.22	5	5.48	3	5.0	24
	Rhode Island	4.85	9	4.57	11	-5.7	43
	Vermont	4.89	7	5.33	6	9.0	17
Mid-Atlantic	Delaware	1.81	49	1.59	49	-12.2	47
	District of Columbia	2.96	29	5.02	7	69.5	1
	Maryland	2.98	28	2.85	35	-4.2	40
	New Jersey	4.85	8	4.61	10	-4.9	42
	New York	5.18	6	4.80	8	-7.4	44
	Pennsylvania	2.77	32	2.90	34	4.7	25
Great Lakes	Illinois	3.64	20	3.83	22	5.3	23
	Indiana	2.83	31	3.22	28	13.8	10
	Michigan	4.33	15	4.67	9	7.9	19
	Ohio	3.14	26	3.04	31	-3.1	37
	Wisconsin	4.01	17	4.55	12	13.5	12
Plains	Iowa	3.95	19	4.49	14	13.6	11
	Kansas	3.96	18	3.89	20	-1.8	33
	Minnesota	3.55	21	3.97	19	11.9	15
	Missouri	2.51	38	2.03	45	-19.2	49
	Nebraska	4.54	10	4.52	13	-0.5	29
	North Dakota	3.21	25	3.20	29	-0.4	28
	South Dakota	4.36	13	4.31	16	-1.1	31
Southeast	Alabama	1.12	51	1.11	51	-0.8	30
	Arkansas	1.94	44	1.75	48	-9.6	45
	Florida	2.66	36	3.26	27	22.2	6
	Georgia	2.65	34	2.83	36	6.8	22
	Kentucky	1.86	47	1.81	47	-1.9	34
	Louisiana	1.47	50	1.85	46	25.9	4
	Mississippi	2.19	42	2.59	38	18.1	7
	North Carolina	2.37	39	2.36	40	-0.4	27
	South Carolina	2.34	40	2.70	37	15.4	9
	Tennessee	2.16	43	2.13	41	-1.4	32
	Virginia	2.72	33	2.93	33	7.8	20
	West Virginia	1.91	46	2.05	44	7.6	21
Southwest	Arizona	4.36	12	3.79	23	-13.0	48
	New Mexico	1.93	45	1.38	50	-28.6	50
	Oklahoma	1.84	48	2.09	43	13.5	13
	Texas	3.24	24	4.18	18	28.9	2
Rocky Mountain	Colorado	3.53	22	3.86	21	9.3	16
	Idaho	2.93	30	3.02	32	2.9	26
	Montana	5.57	4	5.38	5	-3.3	38
	Utah	3.27	23	3.54	25	8.3	18
	Wyoming	5.63	3	7.04	1	25.0	5
Far West	Alaska	7.17	1	6.91	2	-3.6	39
	California	2.65	35	3.12	30	17.9	8
	Hawaii	2.32	41	2.09	42	-9.7	46
	Nevada	2.55	37	2.44	39	-4.3	41
	Oregon	4.25	16	5.46	4	28.4	3
	Washington	3.04	27	3.41	26	12.3	14
[illegible]		$3.38		$3.51		3.8%	

Source: *The Fiscal Letter*, March/April 1990, National Conference of State Legislatures, based on data from the U.S. Census Bureau, *Governmental Finances in 1979-80* and *Governmental Finances 1987-88;* and U.S. Commerce Department, *Survey of Current Business* (August 1987).

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EDUCATION WEEK

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10th Anniversary

Educators Remain Split Over Cabinet-Level Agency

By Julie A. Miller

WASHINGTON—When the U.S. Department of Education opened its doors on May 4, 1980, advocates of adding the agency to the Cabinet hoped the move would bring greater visibility and status to education issues, both within the government and in the eyes of the nation.

Opponents, on the other hand, predicted the growth of an expensive, wasteful bureaucracy, inappropriate meddling by federal officials in local matters, and increased power for educational interest groups, particularly the National Education Association, which had been the primary proponent of creating the agency.

Ten years later, opinion remains divided on the effect and desirability of Cabinet status for education.

Observers agree that education has risen in importance as both a national and a federal issue, but they differ in their assessments of the department's contribution to that phenomenon.

And they agree that assessing the department's impact is complicated by the fact that it was controlled for virtually the entire decade by an Administration that took office promising

Continued on Page 38

AP/Wide World

Secretary Shirley M. Hufstedler unveiled a sign during a ceremony to mark the creation of the Department of Education.

High Court To Rule On When Districts End 'Dual' Status

By William Snider

WASHINGTON—Thirty-five years after the U.S. Supreme Court ruled that school districts have "an affirmative duty" to dismantle dual systems for white and black students, the Court is now being asked to decide, in four separate cases, how to determine when that duty has been met.

The number of pending cases in this area rose to four last week, when lawyers for districts in Denver and Topeka, Kan., filed papers seeking the High Court's review of lower-court decisions finding they had not yet fulfilled their obligation to desegregate.

NEWS ANALYSIS

The Justices have already announced that they will review a similar decision in the Oklahoma City, Okla., school-desegregation case, but have yet to decide whether they will grant a petition for review filed

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Also in the news

7 **Teaching's 'Technophobia'**
Most computer-literate teachers had to get their knowledge on their own, a study shows.

26 **Savings and Loan Fallout**
School group seeks protections against tax losses stemming from the federal bailout.

Graduates of Other Fields Emerge As Force in Teacher-Training Ranks

By Debra Viadero

In the 1970's, when Sarah Nobis was first thinking about a career, teaching school was not on her list of options.

"My mother is a teacher," says the 26-year-old former government worker, "and she made it clear to me that the reason she was a teacher was that, at that time, there were very few things a woman could do."

Ms. Nobis opted for a degree in economics and went on to become an investigator in the U.S. General Accounting Office, where she explored such weighty matters as whether the federal Clean Air Act was achieving its purpose and how the Navy could save money in its aircraft-carrier program.

But despite the challenging issues, something was missing. "The more I was away from working with people in day-to-day situations," Ms. Nobis says, "the more I wanted to be in some sort of leadership position working with others."

Now, she has come back to the family tradition.

She enrolled in a teacher-training program at the University of Maryland, and by this time next year, she expects to be a fully certified elementary-school teacher—just like her mother.

Once an oddity in education schools, students like Sarah Nobis are becoming increasingly common. Overall enrollments have been growing steadily since the mid-1980's, according to studies, but the most dramatic increases have occurred among a new pool of "nontraditional" students—those who have already earned a baccalau-

Continued on Page 10

Parents as Partners:

Helping Families Build A Foundation for Learning

Gary Bohn

The early-childhood years are of critical importance in laying the foundation for later success in school and life.

Today, however, the kind of help and advice once easily available from extended families and neighbors in close-knit communities is in short supply. Many parents do not know where to turn or who to talk to about their fears and concerns related to child development and parenting.

Parent-education programs offer one alternative by giving families a place to go where they can gain information and confidence.

"None of us is really prepared for all the demands of parenthood," one early-childhood expert has concluded. "We all have something to learn."

A special report on parent education, the second in an *Education Week* series on family involvement in schooling, begins on page 13.

'Wall Chart' Data Show Passivity, Secretary Warns

Compilation Criticized As Misleading, Outdated

By Robert Rothman

WASHINGTON—Student achievement in the United States has "reached a plateau" after four straight years of little or no improvement, Secretary of Education Lauro F. Cavazos said in releasing the annual state education-performance chart last week.

The seventh annual "wall chart" indicates that, despite some gains by minorities, overall student performance on standardized college-admission tests has shown no improvement over the past four years, and high-school graduation rates have remained stable since 1987.

This stagnation has occurred, Mr. Cavazos said, despite record levels of spending on education by districts, states, and the federal government.

See chart on pages 28-30.

"The latest wall chart makes it clear that as a nation we are still not seriously committed to improving education for all Americans," Mr. Cavazos told a press conference here. "Often I see indifference, complacency, and passivity, despite the need for immediate and radical school reform."

Referring to the national education goals

Continued on Page 31

Texas Judge Grants 1-Month Extension For a Funding Plan

By Michael Newman

A Texas judge last week ensured that the state's schools would remain open through the end of the school year by giving the legislature another month to devise a school-funding formula.

But State District Judge Scott McCown also said he would appoint an independent "master" to develop an alternate plan and that he would consider adopting it if lawmakers miss the new deadline.

The judge issued his ruling on May 1, the due-date set by the Texas Supreme Court last fall for enactment of a finance-reform plan that would narrow the wide disparities in spending between rich and poor districts in the state.

By extending the deadline to June 1, the judge recognized that the legislature "is working in good faith to resolve this critical issue of education reform," Gov. William P. Clements Jr. said in a statement.

Judge McCown, who delivered his opinion orally, also said that there would be no further extensions.

Lawmakers had given final approval to a

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IN SUMMARY

AIDS Education Lacking
Two reports released by the U.S. General Accounting Office last week assert that there has been limited progress in providing high-quality AIDS education to adolescents. **Page 5.**

'Junk Food' Back on the Menu
Increased labor costs and a sharp drop in federal subsidies for school lunches led the Los Angeles school board last week to reverse a 10-year-old ban on the sale of "junk food" in school cafeterias. **Page 5.**

Missing More Than the Bus
Higher mass-transit fares for students in Philadelphia seem to be leading to decreased attendance at some high schools, several principals in the district warned last week. **Page 12.**

Property-Tax Revolt?
In a striking demonstration of public anger over the burden of property taxes, New Jersey voters have rejected almost half of all local efforts to raise taxes for the schools. **Page 22.**

A Ban on Paddling
States that do not forbid the paddling of disabled children would be barred from receiving federal special-education funds under a bill approved by a House subcommittee last week. **Page 26.**

Advice to the President
President Bush's education advisory committee last week urged him to consult with educators before deciding how to measure progress toward the national education goals. **Page 33.**

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CONVENTIONS IN PRINT
An Education Week guide to the annual convention of the International Reading Association in Atlanta, Ga.
Begins on Page 43

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ACROSS THE NATION

NATIONAL

Alcohol, Marijuana Use Down Among Teenagers, C.D.C. Reports

The U.S. Centers for Disease Control reports only partial success in meeting the national goals for 1990 for reducing drug, alcohol, and cigarette use among teenagers.

The C.D.C. said two of its goals for 1990—that the percentage of teenagers who say they abstain from alcohol or other drugs should not fall below 1977 levels, and that the percentage of teenagers who report frequent use of marijuana and other drugs should not exceed 1977 levels—have not been entirely met.

According to the C.D.C., the percentage of teenagers between the ages of 12 and 17 who say they shun alcohol and marijuana has increased since 1977, from 68.8 percent to 74.8 percent for alcohol, and from 83.4 percent to 93.6 percent for marijuana. But the percentage of cocaine abstainers decreased, the agency said, from 99.2 percent in 1977 to 98.9 percent last year.

Frequent use of marijuana and other drugs has also decreased among teenagers in that age group, the C.D.C. said.

Teenagers were also more aware of the risks posed by the frequent use of tobacco, alcohol, cocaine, and marijuana, but were less aware of the risks posed by barbituates, the agency reported.

The agency based its findings on data supplied by the National Institute on Drug Abuse.

STATES

State Panel Calls for Dismissal Of N.J. School Boards Official

A New Jersey investigative panel has called for the dismissal of the head of the New Jersey School Boards Association following a two-year probe of alleged misuse of funds at the taxpayer-financed organization.

In a report released last month, the State Commission on Investigation charged that the association's director, Octavius T. Reid Jr., improperly took thousands of dollars from his organization to finance an extravagant lifestyle that included trips to Paris and the Virgin Islands, expensive bottles of wine and champagne at dinner, and the use of a car.

Meanwhile, the report alleged, Mr. Reid so mismanaged the organization's insurance pool that it lost more than $1 million at one point.

"We think the officers of the association weren't minding the store," said Thomas Cannon, executive assistant to the independent panel that conducted the investigation. The report has been forwarded to the state attorney general for investigation of possible criminal wrongdoing.

Mr. Reid has been placed on paid leave from his $92,000-a-year job. Association officials were scheduled to study the case more closely late last week.

■ **The Utah Education Association has hired an accounting firm to audit the accounts controlled by its past president, James Campbell, who resigned last month.**

"There are problems with the immediate past president's account," read a statement released by the state teachers' union. "The audit is now in progress. Any differences between U.E.A. and the immediate past president will be submitted to arbitration."

A spokesman for the union refused to comment further.

Mr. Campbell, who resigned April 9 citing health reasons, led the 16,000-member union during a one-day walkout last fall and a threatened strike during the legislative session this year.

Beth Beck, the union's vice president, has succeeded Mr. Campbell and will serve until the term expires July 14. At that time, a newly elected president will take office.

■ **Maryland's superintendent of schools has proposed a far-ranging package of school reforms, but no price tag has been put on its implementation.**

At a meeting with the state board on April 25, State Superintendent of Schools Joseph L. Shilling outlined a package that calls for extending the school year by 20 days, requiring all students to remain in school until they graduate from high school or reach the age of 18, offering evening and weekend classes to accommodate working students, doubling the number of computers in Maryland schools, making kindergarten mandatory, and improving the teaching force.

If approved by the legislature, the reforms would result in one of the most comprehensive revisions ever undertaken in Maryland's public-school system, Mr. Shilling said.

The plan's cost has not yet been determined, according to Larry Chamblin, a spokesman for the state department of education. "The superintendent and the board's strategy will be to first set up a plan of what needs to be done and then take up the question of financing," Mr. Chamblin said.

Board members, he added, will begin to examine the proposals in greater detail at their meeting this month.

■ **North Dakota public schools may not charge parents for kindergarten classes, according to an opinion issued by the state's attorney general last month.**

In January, following voters' rejection of a tax increase for schools, the Williston school district imposed a $25-a-month kindergarten fee. In his opinion to the state department of public instruction, Nicholas Spaeth ruled that the fee is unconstitutional.

As a result, the district will stop collecting the fee and will return all the money collected. Officials estimate the loss at about $37,000 this year and $50,000 next year.

Mr. Spaeth also ruled that districts may not charge a fee for credits beyond the 17 required for high-school graduation or institute a charge for a course that must be retaken by a student who failed it the first time.

School Deals With Tragedy

AP/Wide World

Residents of Sheridan, Ark., last week were coping with the suicides of three Sheridan High School students in two days. Police said two 17-year-olds and a 19-year-old shot themselves. Another 17-year-old in the community of 3,000 killed himself in March, authorities said. Above, Lisa Deal, student council president, and Superintendent David Robinson talk to reporters. Counselors were on call to work with students.

DISTRICTS

New York City Disclosure Policy Invalid, State Court Rules

New York State's highest court last week struck down a New York City board of education policy requiring financial reporting and other mandatory disclosures from certain school employees because the policy had not been negotiated through collective bargaining.

Several unions filed the challenge to the board's policy, which was adopted in 1984 in the wake of a corruption scandal that forced Schools Chancellor Anthony Alverado from his post.

The policy, which was not allowed to take effect pending the outcome of the challenge, would have required several thousand of the board's top administrators to submit detailed annual financial statements.

Some officials would also have been required to undergo an in-depth background investigation that included consent to verification of credit and tax information, disclosure of former employers' records, health information, disclosure of certain political-party associations, consent to be finger-printed, and an agreement to hold the city harmless for all damages arising out of the investigation.

A lower court had upheld the policy, ruling that it should not be subject to collective bargaining because it was necessary to fulfill "the strong public interest in detecting and deterring corruption."

But the Court of Appeals last week reversed that decision, saying that, while "reasonable people might well disagree about what measures were appropriate to further the goal of eliminating corruption, we cannot discern a public policy that requires that employees, prospectively, be denied any voice in the matter."

■ **Joseph A. Fernandez, chancellor of the New York City public school system, announced last week he would end a mandatory citywide policy of holding back 4th- and 7th-grade students whose achievement is lagging behind that of their peers.**

Mr. Fernandez told the board of education that the mandatory "promotional gates" policy has been causing students to drop out. Individual schools will still have the option of holding back students, however.

In place of the 10-year-old policy, Mr. Fernandez proposed offering 3rd-grade students who do not meet the standards for promotion a chance to improve through summer school and after-school help during 4th grade.

Participants in the new program would not be held back. But children who refused to participate could be forced to repeat the 3rd grade, Mr. Fernandez said.

The schools chancellor described the aim of the program as helping students upgrade their performance, rather than stigmatizing them.

■ **Prince George's County, Md., police were posted at Oxon Hill High School last week after several parents refused to send their children to school because of a series of attacks on Filipino students.**

Filipino students and parents have described at least two dozen cases, two in the past few weeks, in which students were beaten at the school. They said that the beatings have been occurring for two years, but that fear and cultural norms prevented them from reporting the incidents earlier.

School officials and parents agreed last week to form a task force to address cultural issues at the school, whose enrollment is 11 percent Asian, 72 percent black, and 16 percent white.

■ **An intermediate school in Cleveland will be closed for the rest of the school year so officials can correct conditions that are thought to have caused more than 100 students and teachers to become ill in March.**

An outside consultant hired by the district concluded that a combination of poor ventilation, overheating, and chemicals in the sewer drains of Margaret Spellacy Intermediate School probably caused the students and teachers to become ill on March 7 and 8.

But a physician who examined some of the students at a local hospital has told the district he believes that hysteria, rather than exposure to chemicals, caused the students and teachers to feel sick.

■ **An Arkansas teacher who won a sex-discrimination suit against her district must also be awarded damages**, a federal appeals court has ruled.

In the fall of 1988, a federal district court in Arkansas ruled that the Watson Chapel School District had discriminated against Leydel Willis in denying her several administrative posts. But the district judge ruled it was "impossible" to calculate damages because of the district's complicated pay schedule.

Lawyers for the district appealed the finding of sex discrimination in that decision. The teacher's lawyer appealed the judge's decision not to award damages.

This month, a three-judge panel of the U.S. Court of Appeals for the Eighth Circuit decided in favor of Ms. Willis. In remanding the case to the lower court, the judges upheld the finding of discrimination and ordered the district court to award appropriate damages.

School officials are considering an appeal to the full circuit court or to the U.S. Supreme Court, according to the district's lawyer.

■ **An 18-year-old high-school senior killed himself last week when he rode his motorcycle at high speed into the wall of his Fairfax, Va., high school.**

Police said Jerry Edward Minnick parked his motorcycle at the end of the track at Hayfield Secondary School, took off his helmet, and then drove about one-quarter of a mile into the wall of the boys' locker room. Police found a suicide note with the helmet.

Mr. Minnick reportedly was upset over personal problems, had quarreled with his adoptive parents, and was living in a foster home at the time. He was the father of a 5-month-old son by a former girlfriend.

Psychologists and social workers were at the school within 30 minutes, said Dolores Bohen, a school-district spokesman, and were forming counseling groups. The counselors would remain at the school as long as needed, she said.

UPDATE

■ **The Florida Supreme Court has ruled that so-called lease-purchase agreements for school construction are permissible because they do not meet the constitutional definition of a bond issue.**

Under such an agreement, a school district arranges for a nonprofit company or association to sell bonds for new construction or capital improvements. The nonprofit entity then builds the school and leases it back to the district, which eventually gains ownership. *(See Education Week, April 11, 1990.)*

Lawyers for the state had argued that the agreements are illegal because the state constitution requires that voters approve local bond issues when they are to be repaid through a pledge of property-tax revenues.

The high court ruled 5 to 2, however, that the lease deals are not equivalent to issuing bonds. The majority held that under such agreements, no one has authority to force the district to use property taxes to repay the bonds.

The ruling clears the way for hundreds of millions of dollars in school construction in overcrowded districts throughout the state.

■ **The St. Paul Board of Education is proceeding with plans to open several magnet schools in a former warehouse, but three programs that drew parent protests will not be among them.** *(See Education Week, Feb. 21, 1990.)*

The board last month agreed to place three magnet schools, a family-education service center, and a preschool special-education program in the building when it opens next fall.

Following protests from parents, the board decided not to place three other programs—the Adams Montessori Magnet School, the experimental Saturn School, and a proposed magnet school for Native American students—in the former Control Data Corporation warehouse.

DIMENSIONS

What Teachers Earn

Teacher salaries during the 1989-90 school year rose an average of 5.9 percent over the previous year, with the average salary nationwide now topping $30,000 for the first time, according to data compiled by the National Education Association.

According to the N.E.A. data, the average teacher salary this school year is $31,304. Average salaries ranged from $21,300 in South Dakota to $43,153 in Alaska, a difference of $21,853.

The "dollar gap" between the highest and lowest average salary has grown from $15,360 in 1979-80, the association said.

The teachers' union reports that the average salary has increased some $22,678 in current dollars since the 1969-70 school year. When adjusted for inflation, however, the increase over that period is only $1,521, or 8.3 percent, the N.E.A. said.

The data are contained in the current issue of *N.E.A. Today*, the union's newspaper, and will be published later this month in a report, "Estimates of School Statistics, 1989-90."

Average Salaries of Teachers by State

1.	Alaska	$43,153
2.	Connecticut	40,496
3.	California	38,996
4.	New York	38,800
5.	Washington, D.C.	36,450
6.	Maryland	36,092
7.	Rhode Island	36,057
8.	New Jersey	36,030
9.	Michigan	36,010
10.	Massachusetts	34,225
11.	Delaware	33,480
12.	Illinois	33,014
13.	Pennsylvania	32,809
14.	Wisconsin	32,320
15.	Minnesota	32,190
16.	Hawaii	32,047
17.	Ohio	31,170
18.	Virginia	30,926
19.	Colorado	30,700
20.	Nevada	30,587
21.	Oregon	30,563
22.	Indiana	30,493
23.	Washington	30,475
24.	Arizona	29,600
25.	New Hampshire	28,939
26.	Vermont	$28,798
27.	Kansas	28,671
28.	Florida	28,525
29.	Wyoming	28,184
30.	Georgia	27,892
31.	North Carolina	27,814
32.	Texas	27,502
33.	Missouri	27,229
34.	South Carolina	27,076
35.	Tennessee	27,052
36.	Maine	26,881
37.	Iowa	26,747
38.	Kentucky	26,275
39.	Alabama	25,500
40.	New Mexico	25,120
41.	Montana	25,081
42.	Nebraska	24,751
43.	Mississippi	24,363
44.	Utah	23,652
45.	Idaho	23,494
46.	Oklahoma	23,070
47.	North Dakota	23,016
48.	Louisiana	22,993
49.	West Virginia	22,842
50.	Arkansas	22,009
51.	South Dakota	21,300

PEOPLE

■ **John Ellis**, the superintendent of schools in Austin, Tex., was nominated last week by Gov. James J. Florio of New Jersey to become the state's next commissioner of education.

The 60-year-old Mr. Ellis has headed the Austin school system since 1980. Previously he was superintendent in Columbus, Ohio, for six years and spent three years as executive deputy commissioner for educational programs in the U.S. Education Department.

The National Education Association has cited Mr. Ellis as a "national leader" for his role in integrating the Austin schools in the early 1980's.

Mr. Ellis would replace Saul Cooperman, who resigned when he learned that Mr. Florio planned to launch a national search for a new education commissioner.

Mr. Ellis's nomination must be approved by the state Senate.

■ **James R. Moss**, superintendent of public instruction in Utah, has announced that he will resign June 30 to head a private business-education partnership.

Throughout his three-year term, Mr. Moss has often been at odds with the nine-member state board of education. Three members of the board have sought his ouster because of what some observers have described as an abrasive management style.

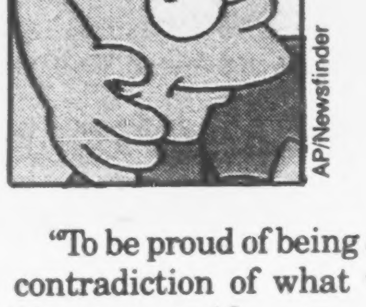
Mr. Moss said in an interview that his "deteriorating position with the state board" influenced the timing of his decision to resign.

On July 1, he will become executive director of the Utah Partnership for Education and Economic Development, which, he said, will work to foster collaboration between precollegiate education, higher education, and the state's business community.

Scott Bean, associate superintendent for administration, has been named interim superintendent, pending the outcome of a national search for a permanent replacement.

■ Bart Simpson, the wisecracking 10-year-old star of television's hit cartoon series "The Simpsons," has been expelled from Lutz Elementary Schoool in Ballsville Township, Ohio.

Bill Krumnow, the school's principal, has asked students to stop wearing the popular T-shirts featuring the spikey-haired Bart (an anagram for "brat"), especially one that proclaims "Under-achiever and proud of it, man."



AP/Newsfinder

Bart Simpson

"To be proud of being an incompetent is a contradiction of what we stand for," Mr. Krumnow said.

A spokesman for the series told a Toledo newspaper that Mr. Krumnow is not the first principal to give Bart the boot.

New York City Schools Take 1st Steps Toward Management at the School Site

By Ann Bradley

New York City schools interested in participating in the district's venture into school-based management took their first step late last week by submitting letters indicating their desire to take part in the voluntary program.

Under guidelines for school-based management and shared decisionmaking released March 26 by Chancellor Joseph A. Fernandez, schools were required to get the approval of a majority of their faculty members, parents, and administrators to be considered for the initiative.

In their "letters of commitment," which were due May 4, the schools were asked to show that they had established a school-based management team with a teacher majority. They were also required to describe the "educational intent" of the proposals they will now develop.

Schools whose proposals are approved by Mr. Fernandez will be notified by June 25. Members of the management teams will then spend the summer preparing for the plans' implementation in the fall.

The teams—which were expected to have 10 to 12 members—must include the school principal, the teachers'-union representative, and a parent representative. High-school students are also eligible to serve.

Sandra Feldman, president of the United Federation of Teachers, said school-based management has generated a "tremendous amount of interest in the schools."

"They've been chafing at the bit to try to exercise more authority and do what they think is right, as opposed to being dictated to from on high," Ms. Feldman said. "They feel under the yoke in this system, so there's a tremendous feeling of excitement that they'll be freed up."

The development of a school-based-management program for the New York City schools means that the nation's four largest school districts will all be operating under some form of decentralized management, although the scope of the plans in New York, Los Angeles, Chicago, and Dade County, Fla., differs markedly.

Principals' Authority

In order for a New York school to begin planning for school-based management, 75 percent of its non-supervisory faculty members were required to vote in favor of participating.

> *Schools have "been chafing at the bit to try to exercise more authority and do what they think is right."*
>
> —Sandra Feldman

Ms. Feldman estimated that about 200 of the city's 1,100 schools will be selected to begin school-based management.

For its part, the New York City supervisors' union, the Council of Supervisors and Administrators, has advised its members not to sign off on school-based-management proposals unless their school teams agree that the principal will have final decisionmaking authority.

Each school's proposal must explain how team members will make decisions.

The C.S.A. has drafted language that it suggests should be used, which reads: "The committee will strive to make decisions by consensus (ALL members in agreement). In the event that consensus cannot be reached, the principal will have the authority to make the final decision."

Donald Singer, president of the C.S.A., said he believes that "99 percent of the time, everyone's going to agree."

The statement, he said, will prevent teams from becoming "bogged down."

"We're trying to be 'proactive,' " Mr. Singer added, "although there are those who would disagree who say we're being obstructionists."

Planning Money

Schools that embark on site-based management will be eligible to seek waivers from district policy and the teachers'-union contract.

Ms. Feldman said both she and Mr. Fernandez have stressed that schools in which teachers and administrators have a "rocky" relationship are not ready for shared decisionmaking.

Schools whose proposals for school-based management are accepted will receive $7,500 for planning purposes, plus $7 per student, for a maximum of $20,000.

The money can be used for a variety of purposes, including paying team members for extra time spent developing their program, hiring consultants, attending professional conferences, or other professional-development activities.

In his January budget request, Mr. Fernandez asked for $7.8 million over three years for school-based professional development to support the new management initiative, said Bob Terte, a spokesman for the district. The district's budget has not yet been set, he added.

Mr. Fernandez indicated in his budget request that he expected 100 schools to implement shared decisionmaking and school-based management this year.

Los Angeles Schools Overturn Ban on 'Junk Food'

By Ellen Flax

Increased labor costs and a sharp drop in federal support for school-meal programs led the board of the Los Angeles Unified School District last week to overturn its 10-year-old ban on selling "junk food" in school cafeterias.

The unanimous decision was prompted by a projected $13.7-million deficit in the district's cafeteria fund this year and the prospect of laying off or reducing the working hours of more than 100 cafeteria workers, district officials said.

A reduction in the amount and value of commodities donated by the federal government for school meals contributed to about half of the deficit, officials said.

Under the revised policy, secondary schools will be allowed to sell low-fat, low-salt potato chips and tortilla chips as à la carte items for lunch in the cafeteria. The new policy also permits elementary schools to offer ice cream, certain kinds of cookies, and fruit bars as à la carte lunch items. Such items are now offered in secondary schools.

Since 1980, the district has banned the sale of junk food and soft drinks in school cafeterias. But, since the early 1980's, student stores in the schools have sold these items as a way of paying for student activities.

Stephen Garcia, the district's food-services director, said the revised policy is expected to raise an estimated $1.46 million annually.

A proposal to allow the sale of soft drinks in school cafeterias, which the board will consider later this month, could raise an additional $2.5 million annually, Mr. Garcia said.

In 1985, the U.S. Department of Agriculture, which administers the school-lunch program, issued a rule that allowed participating schools to sell junk food during the school day. The department amended its regulations in the wake of a 1983 ruling by the U.S. Court of Appeals for the District of Columbia that found that the U.S.D.A. had exceeded its authority in 1980 by banning junk-food sales until the last lunch period of the day. The legal action had been brought by the National Soft Drink Association. *(See Education Week, June 5, 1985.)*

At its meeting on April 30, the board also voted to increase the price of school meals by 10 cents for elementary-school students and by 25 cents for high-school students.

'Not a New Concept'

These increases will not affect the approximately 80 percent of district students whose family incomes qualify them for free- or reduced-price meals. The district serves about 600,000 school breakfasts and lunches each day.

Roberta Weintraub, the school board's president and the sponsor of the 1980 ban, said she backed the policy reversal in order to save jobs for cafeteria workers. She said that the ban was not very effective, because students were still able to purchase junk-food items at the student stores.

"It's a little hypocritical to say that your student stores can sell it and you can't," she said.

Eileen Gale Kugler, a spokesman for Public Voice for Food and Health Policy, a Washington-based advocacy group, said that most school districts allow students to purchase junk food.

"Making money off of kids' poor nutrition is not a new concept," she said. "It's sad that we are returning to it."

AIDS Education in Public Schools

	Estimated school districts %
School districts requiring HIV education	66
School districts not requiring HIV education	27
School districts with grades 7-12 requiring HIV education at every grade level	5
School districts requiring HIV education in health courses	79
School districts with HIV teachers obtaining inservice training	88
HIV teachers receiving inservice training	83
School districts reporting the number of HIV teachers trained is:	
More than enough	9
About what is needed	64
Less than is needed	25
School districts reporting:	
They want to do more HIV inservice training	54
The amount of inservice already received is about right	43

Source: General Accounting Office

AIDS-Education Programs Fall Short, Auditor Reports

By Ellen Flax

Two new reports by the U.S. General Accounting Office assert that there has been limited progress in providing high-quality AIDS education to adolescents.

The reports, released last week, conclude that AIDS-education programs in public schools require more teacher training and evaluation and that the federal government is failing to provide AIDS education for out-of-school youths, who may be at high risk for contracting the disease.

The U.S. Centers for Disease Control, which oversees most of the federal AIDS-education effort (and which was the main target of the reports), will spend $45 million this year on prevention programs. The President's budget earmarks $52 million for such efforts in fiscal year 1991, $24 million less than the C.D.C. had requested.

The first report, which examined AIDS-education efforts in public-school districts, concludes that "C.D.C.-led nationwide education efforts are not yet commensurate with the epidemic's potential for disaster."

The report is based on the results of a telephone survey of 232 randomly selected school districts and the 13 local districts directly funded by the C.D.C. because they have high AIDS caseloads.

The study found that two-thirds of the public-school districts surveyed provided AIDS education. Only 5 percent of these districts, however, offered AIDS-education at every grade level, as recommended by the C.D.C.

The report suggests that students may not be receiving information about AIDS when they are most likely to be sexually active. Students in the districts surveyed, it says, were about five times more likely to receive AIDS education in the 7th grade than in 11th or 12th grade.

Most of the districts that did not offer AIDS education had fewer than 450 students, according to the report. These districts often cited conservative community values and insufficient school time as reasons for not teaching the subject.

'Inadequate' Data Collection

The report also contends that teachers have not received adequate instruction about AIDS and the human immunodeficiency virus that causes it.

Seventeen percent of the teachers who were responsible for AIDS instruction had received no training, according to the report. Most teachers in districts that required AIDS education had received inservice training on how to teach about AIDS, but this training was not as extensive as districts would have liked and was far less comprehensive than what the C.D.C. recommends.

The report argues that the data collected by state and local education agencies on students' sexual knowledge, beliefs, and behaviors is inadequate.

Only 8 of the 70 education agencies that had received grants from the C.D.C. collected adequate information, it says. Without adequate information, the report adds, it will be difficult for educators to determine if their AIDS-education programs are successful.

> G.A.O. says little is known on 'what's working and how.'

In the second report, the G.A.O. concluded that the "C.D.C. has accomplished little in providing H.I.V. education to out-of-school youth."

Such efforts are critical, the report argues, because the 9 million youths between the ages of 14 and 21 who are not in school are thought to be at especially high risk of being exposed to the AIDS virus.

The report concludes that a plan by the C.D.C. branch responsible for AIDS education to fund local health departments and community organizations to provide outreach to these youths would duplicate an existing C.D.C. program. It recommends that the two programs be merged.

The reports were compiled at the request of the Senate Government Affairs Committee, which held a hearing on the findings last week. At the hearing, G.A.O. officials said the reports suggest that not much is known about the effectiveness of AIDS-education programs.

"We don't have a good handle on what's working and how," said Mark V. Nadel, the associate director for national and public-health issues at the G.A.O.

C.D.C. officials underscored the need for more education. They said the results of new a national study of patients admitted to 26 hospitals nationwide found that 1 in 1,000 adolescents tested positive for H.I.V.

PARENTS as Partners

Helping Families Build a Foundation for Learning

Gary Bohn

Second in a Series of Special Reports

By Deborah L. Cohen

Moments after the birth of her first child 23 years ago, Aurelia Zoretich had a terrifying realization: Nothing had prepared her for the daunting responsibility of nurturing a new life.

A nurse, sensing her panic, slipped a piece of paper into her hand bearing the words, "La Leche League," the name of an international organization that offers women support and guidance on breastfeeding.

"Call this number when you get home," the nurse whispered.

"It was like the underground," recalls Ms. Zoretich, the coordinator of a comprehensive parenting and child-development program in Canton, Ohio—inspired in part, she says, by her own unsettling experience.

Like many new parents, she recalls, "I was terrified to death for lack of information—simply for lack of knowing the right questions to ask."

Helping parents formulate those questions, experts agree, is one of the keys to raising a child who is not only physically and emotionally healthy, but also equipped to become a successful learner.

Traditionally, new parents have turned to family members and neighbors for help and advice in raising their children. Today, however, such networks of support have become unraveled.

For the typical parent, "you have the child, you bring the child home, you may or may not read some of the literature," says Robert A. Patterson, assistant superintendent of administration for the East Providence, R.I., school district, the first in that state to launch a parenting program. "There's really no training for this."

To bridge the gap, public and private organizations have launched parent-education programs and opened family-resource centers to bring such training out of the "underground" and into classrooms and homes from a child's earliest days.

Increasingly, policymakers and educators recognize that parents need a broad store of resources and knowledge to stimulate their child's development and to foster an appetite for learning critical to school success.

At the same time, an increasing research base on child development and the popularization of parenting issues in the media have fueled the demand for more formalized sources of support and information on how to negotiate the complexities of parenthood.

Some of the programs serve targeted populations—teenage parents, parents of children with special needs, or low-income families, for instance; others operate under the premise that all parents, no matter what their circumstances or backgrounds, want to do their jobs better and sometimes need guidance.

Parent-education programs, "in an informal way, are building on something we've all known for a long time—that the most important source of

Continued on Page 14

People are reaching a consensus that the role of the family is critical . . . and we have to strengthen and reinforce that role.

–*Heather B. Weiss*

Parent education may well be the best shot available right now . . . to deal with a variety of issues confronting us.

–*Otis Baker*

The more things you attack in one program, the better your success rate is going to be.

–*Janet M. Blumenthal*

Home visitors are like the grandmothers and aunts of bygone years.

–*Edward F. Zigler*

Growing Number of Programs Helping Families Negotiate the Complexities of Parenthood

Continued from Page 13

education for the young child is the family," says Sally A. Provence, professor emeritus of child development and pediatrics and a senior research scientist at the Yale University Child Study Center. "We're just making it more conscious and systematic, and making sure people who need the support have the techniques and methods."

For many years, contends Edward F. Zigler, the Sterling Professor of Psychology at Yale University and the director of the Bush Center in Child Development and Social Policy, birth to age 5 was "an empty period in the child's life" as far as the formal education system was concerned.

"From the day you left the hospital with the new baby to the time you showed up for school," Mr. Zigler recalls, "parents took care of that."

Today, he notes, "there is an absolute growing recognition that if we want to optimize the development of children, we have to get in there even before they are born with prenatal care—and then do everything we can to see that the environment and learning experience of the child is optimal for the period from 0 to 5."

Adds Otis Baker, assistant commissioner of education in Missouri, the only state to mandate that all school districts offer such services: Parent education "may well be the best shot available in the country right now to deal with a variety of issues confronting us."

'One of Those Programs That Please Everyone'

Experts estimate that thousands of parenting programs—sponsored by groups ranging from local Y.M.C.A.'s and health clinics, to churches and child-care centers—are in operation today.

And interest in linking such efforts to schools has increased dramatically in the past few years.

In preparation for a study to be published this summer, the Harvard Family Research Project identified more than 200 local school-based programs.

In a 1988 study by the Wellesley College Center for Research on Women and the Bank Street College of Education, 19 states reported that they require some parent-education activities in their early-childhood-education programs.

Missouri and Minnesota have taken the lead among states in launching comprehensive, statewide parenting programs administered and funded through the public schools.

But other states are stepping up their efforts. Smaller-scale efforts modeled after Missouri's "Parents as Teachers" program, which offers home visits and group meetings for parents and developmental screening for children from birth to 5, have been started in 28 states. *(See story on page 15.)*

Breaking the Cycle

A convergence of factors has fueled the current interest in such programs.

Educators are eyeing parent-education programs as one strategy to curb the school-failure rate among children placed at risk by such factors as poverty, abuse, language barriers, and family breakups.

In addition, says Alice Sterling Honig, a professor of child development at Syracuse University, the fact that the economy is increasingly dependent on a highly literate workforce demands that all children have "the base of loving, responsive parenting that research shows us will give us the tool-oriented, task-solving child."

The growing interest in parent education also stems from the broad recognition, based on interpretations of a body of research, that children pass through the most formative years of their lives before they enroll in kindergarten.

Burton L. White, the parenting expert whose research was the basis for the Missouri program, says studies associated with Head Start and other early-childhood programs show that a child advanced in language and intellectual skills at age 3 "is very likely to be well prepared for formal education."

Conversely, he writes in *Educating the Infant and Toddler*, a child nine months or more behind "rarely achieves above average or even average levels of later educational success."

Also bolstering the parent-education movement are studies that show that parents' attitudes about learning can have an enduring influence on their children's educational experiences.

In an effort to break the cycle of failure among particularly vulnerable groups, many of the programs are being designed with specific populations in mind.

Parenting education is an integral element, for example, in many efforts to aid pregnant and parenting teenagers. And it is often used to help bolster the confidence, skills, and employability of disadvantaged parents enrolled in vocational-education, adult-literacy, and welfare programs.

In Iowa, for example, a 1988 law targets welfare recipients for parent-education services in an effort to reduce demands on the foster-care system.

The U.S. Bureau of Indian Affairs has adopted Kentucky's Parent and Child Education program for use in schools on Indian reservations. And some communities are making special efforts to serve groups such as homeless or limited-English-proficient families or parents with substance-abuse problems.

Recognizing that growing numbers of children are spending much of their for-

Continued on Page 16

Susan Shea-Wittig

The Canton, Ohio, public schools have run a parenting program for 16 years.

Job Rating: Parents

In meeting their responsibilities to children, would you say parents are doing an excellent, good, fair, or poor job?

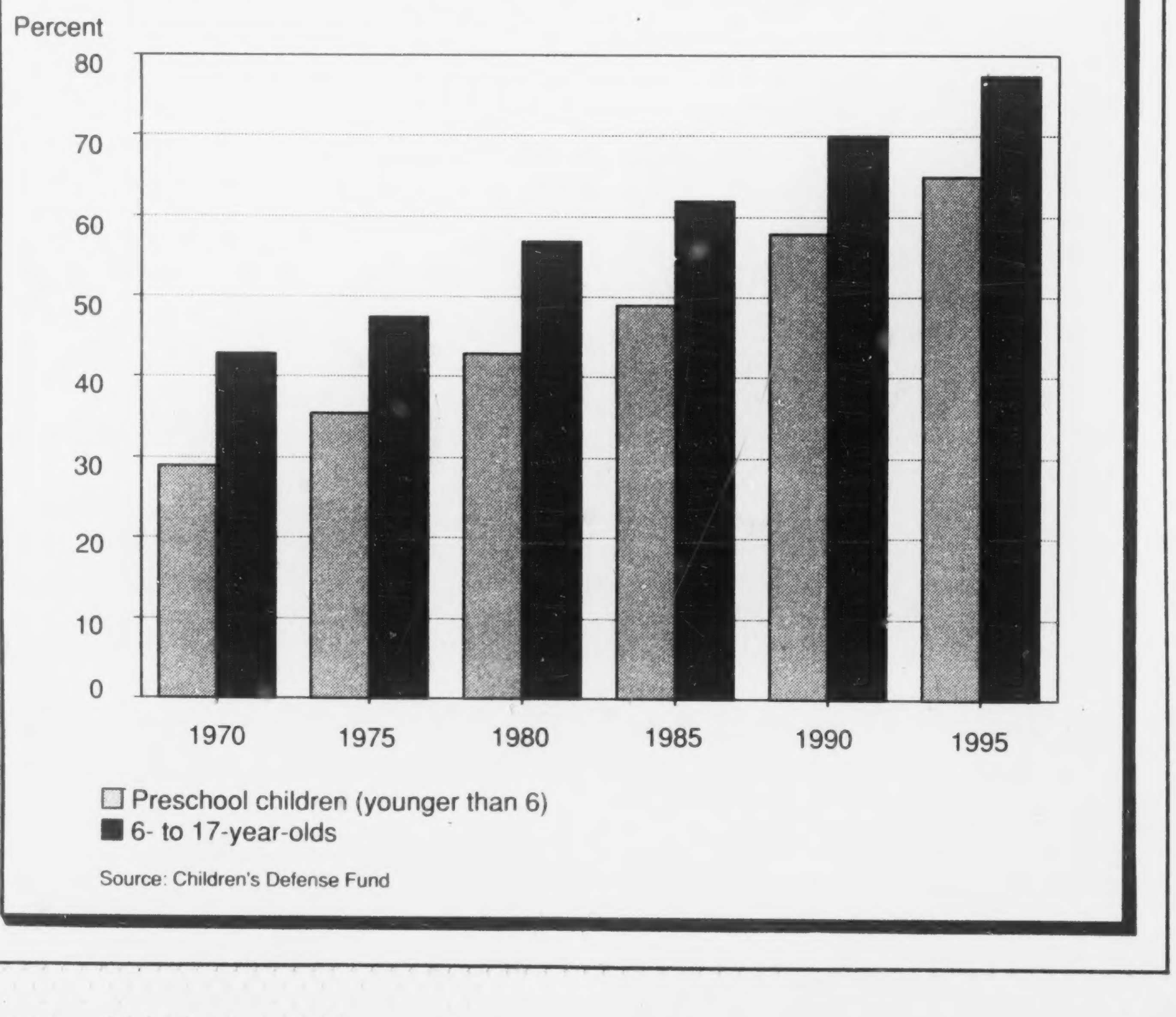
Job Rating	Total %	Have Children Under 18 Yes %	 No %
Excellent	4	5	4
Good	39	40	38
Fair	45	46	45
Poor	10	10	11
Not sure/ refused	1	*	2

* Less than 0.5%.

Source: Group W–Westinghouse Broadcasting Company, Louis Harris and Associates, 1986

Working Mothers

Children with mothers in the labor force, 1970-1985, and projected, 1990-1995



Source: Children's Defense Fund

Harvard Family Research Project

In an effort to understand the types of child-development programs that states and local districts have initiated to reinforce family, school, and community partnerships, the Harvard Family Research Project surveyed 77 such programs in 1989.

These school-based programs provide support and education services to parents with children anywhere from birth through the early elementary years.

The survey obtained information about many aspects of the programs, including their administrative arrangements and services, staff and participant characteristics, funding sources, and their interagency linkages with other school and non-school programs.

Highlights of the survey are presented below. Complete results and profiles of the 77 programs will be included in the project's forthcoming book, *Raising Our Future: Families, Schools, and Communities Working Together.*

Administration and Services

- Two-thirds of the programs are administered exclusively by a school system; one-third are administered in collaboration with another community agency.
- The most commonly offered services are parenting and child-development education (100 percent provide); joint activities for parents and children (87 percent); networking and opportunities to meet other parents (86 percent); information and referral to other community services (86 percent); parent resource library (72 percent); home visits (69 percent); and health and nutrition education (69 percent).
- More than 50 percent of the programs offer a regular weekly early-childhood experience for children as well as education and support services for parents.
- Two-thirds offer services at school and/or such non-school sites as homes, child-care centers, community agencies, and religious facilities; one-third offer them exclusively at schools.

Interagency Linkages With School and Non-School Agencies

- Well more than two-thirds have developed informal or formal linkages with other school programs or other public or private community agencies.
- The majority of the linkages are established to exchange information; facilitate informal or occasionally formal referral agreements; or to share staff, facilities, training, or equipment.

Staffing

- More than two-thirds report that the school district or state department of education has licensure, certification, or training requirements for program staff.
- Thirty-eight percent have one or more volunteer staff members.

Funding

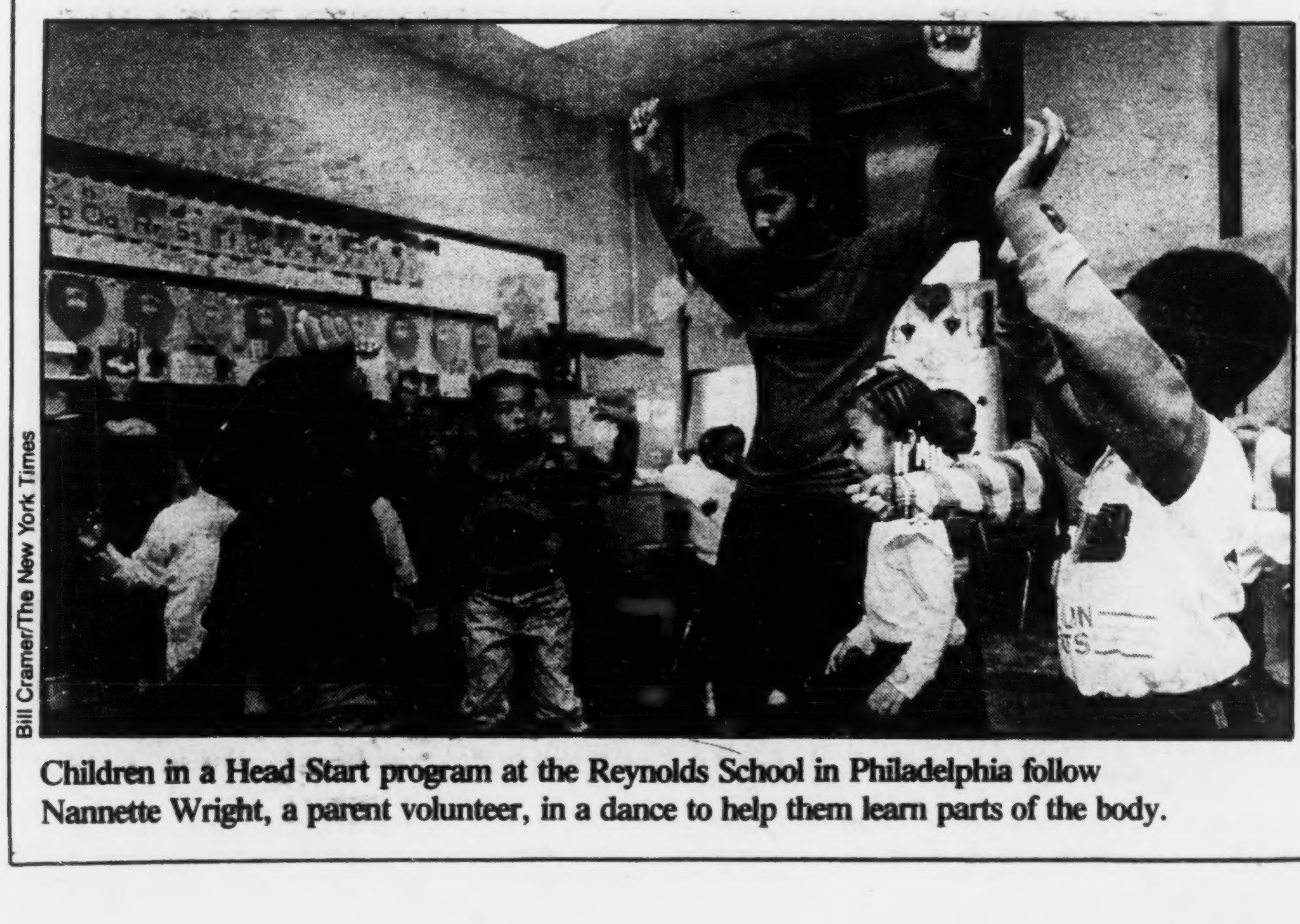
- The median program budget is $75,000.
- Half the programs receive 50 percent or more of their funding from the state and federal governments. Examples of state funding sources include prekindergarten and dropout-prevention programs; federal sources include Chapter 1, Chapter 2, the Carl Perkins Act, special-education programs, and the Bilingual Education Act.
- Slightly more than a quarter of the programs receive 50 percent or more of their funding from the local school district or another local source.
- More than a third do not report having any local funding.
- The majority of programs report receiving in-kind support (space, equipment, materials, direct service to program participants, and consultation for staff development) from the school system and other community agencies.

Participant Characteristics

- More than a third serve 50 percent or more families with incomes below $10,000.
- More than a third serve 25 percent or more minority families.
- Close to a third serve 50 percent or more single parents.

Advisory Boards

- Three-quarters of the programs have their own advisory group or board, and, of these, 75 percent report that at least one participating parent serves.
- Two-thirds of the programs with advisory groups or boards include representatives of the community or other agencies.


Bill Cramer/The New York Times

Children in a Head Start program at the Reynolds School in Philadelphia follow Nannette Wright, a parent volunteer, in a dance to help them learn parts of the body.

Parent Education Embraced as Strategy To Combat a Variety of Social Ills

Continued from Page 14

mative years in child-care settings, some parenting programs are also including child-care workers in the training.

Interdepartmental Appeal

Parenting education is also being embraced as part of a broader strategy to combat a range of social problems that affect family well-being. For example:

- Believing its benefits could help children better cope with the frustrations that lead to drug abuse, Gov. Edward DiPrete of Rhode Island has proposed replicating a successful parenting program using funds from an omnibus drug bill.
- A drug-abuse-prevention bill recently passed in Minnesota includes $450,000 for 10 demonstration sites to expand the state's Early Childhood Family Education program, a pioneering statewide effort now serving 165,000 parents and preschool children, into grades K-3.
- In Texas, a citizens' group involved in prevention programs related to children's mental health has led efforts to replicate Missouri's Parents as Teachers program at 15 pilot sites.
- The nonprofit Child Abuse Prevention Council in Kansas led the way in piloting several "parents as teachers" programs before the legislature approved funds for a state program under the education department.

"This is just one of those programs that please everyone—it cuts across departmental lines," says Donna Buchholz, the council's Parents as Teachers supervisor.

Lois Engstrom, the supervisor of Minnesota's family-education program, which was first piloted in 1974 and which has been offered statewide since 1985, says such efforts also draw praise from health- and human-services professionals.

"Pediatricians keep telling us that a lot of questions parents ask them are not really medical," but parenting queries, Ms. Engstrom says. "They're very supportive because it frees up their time."

At the same time, she says, "human-services people talk about families they see who just don't know how," despite their desire, to nurture their children's learning.

In some states, social-service agencies have taken the lead in offering parents such support.

The Maryland Department of Human Resources and the Connecticut Department of Children and Youth Services, for example, have launched community-based drop-in centers that, among other goals, work with adolescent parents to assure the healthy growth and development of their children.

Much of the current interest in parent education, says Bernice Weissbourd, president of the Family Focus program in Chicago, can be traced to the "family support" movement, which promotes community-based, prevention-oriented programs that offer a range of education and support services to strengthen families.

Such efforts, which began emerging in the 1970's, blend parent education with elements of "Head Start, self-help, and the settlement house" philosophies, says Ms. Weissbourd, who is also president of the Family Resource Coalition, a national network of more than 2,000 people and groups.

Federal and Private Support

The parent-education movement has gained some of its momentum as the result of several federal statutes that feature efforts to involve and support parents of young children.

Parental roles are outlined in P.L. 99-457, the law extending special-education services to children up to age 5; laws governing the Head Start and Chapter 1 compensatory-education programs; and the Family Support Act.

The Comprehensive Child Development Act and the Even Start Act offer funds for programs combining such services as adult education, parenting training, and early-childhood education. And a bill introduced recently by Senator Christopher S. Bond of Missouri would help states launch or expand "parents as teachers" programs.

The movement has also gained currency through the work of a variety of education groups.

For the past several years, early-childhood and family education has been a key focus of the Council of Chief State School Officers, which has published detailed profiles on related state activity.

The American Association of School Administrators also published a pamphlet on parenting skills last year.

And the issue is on the agenda of a consortium of advocacy groups, headed by the Child Welfare League of America and the Children's Defense Fund, that is drafting model legislation to offer a "continuum" of child-welfare services for children and parents.

Recognizing a link between early-childhood education and the quality of the future labor force, businesses, too, are assuming a role in financing parent education.

The Beethoven Project, a broad array of parental-support, child-development, and health services launched at Chicago's Robert Taylor Homes in 1987, was the brainchild of the businessman Irving B. Harris.

More recently, the telecommunications firm U.S. West announced a $10-million grant program for child-development programs based on Missouri's Parents as Teachers program, and the Honeywell Corporation has teamed with the Albuquerque schools to launch a similar program for its employees.

Businesses have also donated funds to help supplement initiatives launched by communities or nonprofit groups.

Ronald McDonald Children's Charities provided the Kansas Child Abuse Prevention Council with the funds for a parent-education program, for example, and Scott Paper Company has donated more than $12,000 to help Alabama communities match a grant for parenting programs from the state's Children's Trust Fund.

'Trying To Meet The Crisis of Families'

The sense of isolation faced by many parents has increased the demand for formalized parenting programs, experts say.

"In the old days," when the population was less mobile, notes Ms. Zoretich of the Canton schools, "people had support systems: families, communities, people who knew each other" and could exchange childrearing lore.

Projects that blend professional guidance with informal exchanges among parents are attempting to "reconstruct" the extended-family network, Mr. Zigler notes. "Home visitors are like the grandmothers and aunts of bygone years."

Despite technological advances that have eased the "convenience" of childrearing, Ms. Provence maintains, "there has never been a time when childrearing is more difficult."

Fewer supports from family members and greater demands from the workplace, she contends, have put families under increasing stress.

"I think we're all trying to meet the crisis of families who are under too much stress and trying to do something about it," says T. Berry Brazelton, the clinical professor emeritus of pediatrics at Harvard University Medical School who has written extensively on parenting issues.

For growing numbers of single parents or full-time working mothers, Ms. Honig of Syracuse University says, there may be scant time or energy to "cuddle and smooch and dance and sing, give the baby a leisurely bath, eat together cuddled on the couch."

And many parents, she adds, are simply uninformed about techniques to stimulate learning.

Parenting programs, Ms. Honig says, can help people understand "the relationship you must make with the baby that will make that baby a good learner later on."

Successful programs, she says, stress the importance of "talking and singing to babies, holding them and stroking them, being interested in their sounds, responding to their coos."

Making Parents Observers

A key goal of parent education is to offer advice on how parents can respond and pose questions, share books and playthings, and tap everyday experiences and objects to stimulate children's learning.

"We're helping a parent take advantage of all the moments in everyday routines where they can teach the child," says Sue Treffeisen, the training coordinator for the Parents as Teachers National Center in Missouri.

Such programs also guide parents on "how to prepare the [home] environment so it fits the development of the child and encourages that development," adds Hannecristl Fruhauf, the center's dissemination coordinator.

A key function of such programs, she adds, is "to make parents good observers of their child."

"One of the basic assumptions we have in working with families," Ms. Treffeison says, "is that parents want to be good parents."

Those who fail to foster learning—or even resort to abusive behavior—may be lacking in self-esteem, unable to communicate effectively, or simply unfamiliar with normal developmental patterns, Ms. Zoretich notes.

By teaching them what to expect at various stages of development, she and others contend, parenting programs can help families set more realistic expectations.

"We see this as a program that enables parents to relate to youngsters at the appropriate developmental level," affirms Mr. Patterson of the East Providence schools.

Such knowledge can help prevent potential abuse that may spring from "misinterpreting a child's behavior as a discipline problem," Ms. Zoretich adds.

While most programs have placed a high priority on serving low-income and disadvantaged families, many have extended access to families of all socioeconomic levels.

Besides offering parents of diverse backgrounds the benefit of sharing common childrearing problems, such an approach also "makes it much more attractive to families that otherwise would be targeted" through welfare-related programs, Ms. Engstrom of Minnesota says.

Minnesota Early Childhood Family Education program

Gov. Rudy Perpich visits with parents participating in Minnesota's Early Childhood Family Education program, a parenting program administered through the schools.

"It's a much better learning environment than knowing you are being stereotyped or labeled," she adds.

Beyond Parent-Child Interaction

In addition to educating families on child development, such programs can contribute to the early detection of health and learning problems by offering various screening and referral services.

While some school-based parenting programs initially focused primarily on cognitive skills, Ms. Weissbourd of the Family Resource Coalition says, they "have begun to expand just because staff and parents have recognized the need to deal with other issues."

To have a broader impact, such programs must venture "beyond the immediate parent-child interaction" and offer other forms of support, says Wilma Wells, the coordinator of one of four Parents as Teachers centers in the St. Louis schools.

While not equipped to handle every crisis, she says, parent educators can make referrals and help families negotiate the "maze" of bureaucratic hurdles to seek such services as speech therapy, counseling, medical help—even food and shelter.

Large-scale parenting programs are more likely to succeed if they build on and tap the "spontaneity and creativity" of community programs, Ms. Weissbourd maintains.

Such collaboration has been critical to the success of Minnesota's family-education program, says Ms. Engstrom, who notes that the program operates in such diverse sites as housing projects, hospitals, laundry rooms, and storefront centers, as well as in Head Start classes and schools.

To have a lasting impact, Ms. Weissbourd adds, parenting programs must "be not only focused on children's development, but on parents' development as well"—through education, training, counseling, and employment programs.

"The evidence is really clear that parent education alone does not provide the changes in behavior that are necessary, particularly in communities where there are other stresses," she says. "Information on the child is not enough to motivate changes in childrearing patterns."

"The more things you attack in one program, the better your success rate is going to be," adds Janet M. Blumenthal, the director of a follow-up study on the federal "Parent Child Development Centers," an extensive parenting program established in 1971 as a spinoff of Head Start.

"To the extent that these programs don't do just parent education, but really help parents get some training or better job situations, it might help change the whole family's living circumstances," says Ms. Blumenthal, who is also an adjunct assistant professor of early-childhood education at Georgia State University. "Then you're going to really see some substantial changes for kids."

Given the growing support for parent education, some observers fear that parenting programs will be embraced as a "quick fix" or as a substitute for more substantial efforts.

"One of the dangers is that you oversell these programs as a solution to society's problems," says Alison Clarke-Stewart, a developmental psychologist and professor of social ecology at the University of California at Irvine. "Then you're bound to be disappointed."

Parent education is not, she warns, "a substitute for other kinds of programs" or a "cheap way to provide preschool education."

Building School-Parent Bonds

An underlying premise of parent education is that it will build stronger bonds between schools and parents.

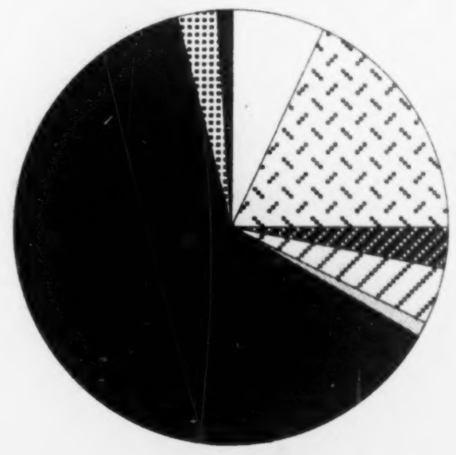
The theory, explains Heather B. Weiss, the director of the Harvard Family Research Project, is that those "who understand the school system better and don't view it as an antagonist" will become more active partners in school reform.

"We're casting families in a different role," says Mildred M. Winter, director of the Parents as Teachers National Center in Missouri.

In the past, she says, "parents would come to school to bring the cookies or mix the paint. Now we acknowledge how important they are in laying the foundation."

Who Parents Turn To First for Help

As a parent, who do you look to for help in raising your children the way you want to? If you had to choose one, who would you turn to most for help?



- ■ Other family members 62%
- ▨ Your minister, priest, or rabbi 18%
- ☐ Your child's teacher 7%
- ▨ A school psychologist 4%
- ▩ Your child's doctor 3%
- ▦ Other 3%
- ⬚ A psychiatrist 1%
- ■ Not sure 1%

Source: The Philip Morris Family Survey, Louis Harris Associates, 1987

Adds Mr. Baker of the Missouri education department: Those "whose only experience with schools was their own 20 years ago tend not to be very discriminating in their expectations."

Parents as Teachers participants, in contrast, "know the difference between motor skills and cognitive skills," he says, and are "at least more likely to seek answers to questions others may never raise."

The program "establishes in the minds of the parents their importance" in educational decisions and gives them an incentive to cooperate and offer schools ideas, says Thomas Keating, the superintendent of the Kirkwood, Mo., schools.

"It also forces the schools to recognize that here are people who have been involved on a partnership basis with their children's education for the last five years," he observes. "You can't just greet them at the door and say, 'Hi, honey, we'll see you later.' "

Also, Ms. Weiss says, graduates of parent-education programs are more apt to become politically involved—by running for school board or lobbying for school reform—and may become more demanding.

While the "negative scenario is that parents will start knocking the doors down," she says, shrewd administrators will ask, "how am I going to use that [energy] to change my system?"

Mr. Keating says he views that scenario as a challenge.

"The more parents demand of the school," he says, "the better the relationship will be."

Responsive Across Grades

But school systems bear a responsibility to nurture that relationship throughout a child's schooling, experts emphasize.

"Very often," says Joyce Epstein, the director of the effective-middle-grades project at the Johns Hopkins University Center for Research on Elementary and Middle Schools, "people get confused between parent education and parent in-

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Research Thin on Impact of Parenting Programs

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volvement in the comprehensive sense."

Advocates are "pushing for people to see these not as add-on programs, but in terms of the larger education system," Ms. Weiss explains.

But Ms. Epstein worries that many programs focus on the "dynamics of family life" without exploring how it relates to schooling.

To be truly effective, she says, such efforts must transmit skills to help parents "be responsive to their children across the grades."

"It's the rare program that's trying to be in some sense cumulative—that tries to help the family grow along with the children," Ms. Epstein argues.

To have an impact beyond the preschool years, she adds, programs "would have to make stronger connections with schooling and with the child as a student. That's the kind of continuing education parents want and need and often do not have access to."

Ms. Honig and Mr. Zigler also stress the need to offer courses in high school to help educate teenagers about parenting responsibilities.

While early-childhood programs are critical first steps, "it doesn't make sense to think that parent education and preschool education can do it all," Ms. Blumenthal of Georgia State University says. "What can you tell a mother of a 5-year-old to do to keep her child from becoming a pregnant teen at age 14?"

Parenting Programs Face Lingering Challenges

Despite a growing base of support, parenting programs have had to surmount a number of challenges, including those from conservative groups and parents who say such efforts constitute undue government meddling in family matters.

In Missouri, for example, members of the conservative Eagle Forum testified against Parents as Teachers legislation, calling it an effort to control children's minds.

And in Indiana, a group called Citizens Concerned for the Constitution swayed lawmakers to reword an education-reform bill to clarify that participation in parenting programs would be voluntary.

Eric Miller, the group's executive director, argues that programs for parents and infants are an "inappropriate use of the public schools," which he says "have difficulty now with children from 5 through 18."

Some observers also fear parent education could inadvertently increase pressure on young children to acquire formal skills before they are ready.

Barbara F. Schreiber, a Canton, Ohio, school board member generally supportive of parent education, says she nevertheless fears it could exacerbate the trend toward more rigorous academic programs at earlier and earlier ages.

"There is something to be said for supplementing early-childhood experiences," she offers, "but that doesn't mean [schools and parents] need to start in educating children in a very formal way."

'Going on a Promise'

Potentially more ominous, however, are claims that research documenting the effectiveness of parent education is inconclusive.

"There is very little research on the true impact of these programs on parent behavior, and even less on children's outcomes," according to Ms. Epstein.

Such outcomes, she adds, are "rarely measured and, if measured, rarely measured well."

"At this point, we're going on a promise," Ms. Weiss observes.

"There is an assumption that if you change the parents' behavior, that helps the child," Ms. Clarke-Stewart says. "But in fact, people haven't separated that from any kind of direct change in a child's behavior."

Research from the 13-year Harvard University Preschool Project directed by Mr. White showed that the language base, curiosity, social skills, and cognitive intelligence a child develops by age 3 set a critical course for future learning.

And longitudinal data from several projects launched in the 1960's have highlighted positive benefits of intensive preschool and parent-support programs for low-income families, including lower rates of school failure, grade retention, remedial placement, and juvenile delinquency; improvements in parents' attitudes and educational accomplishments; and, in some cases, reduced welfare dependency.

But it is difficult to separate the effect of home visits and other parenting activities from other project components, experts say.

Because its parenting component was not evaluated separately, for example, "there is no way to distinguish one source from the other source" of success in the Perry Preschool Project in Ypsilanti, Mich., says Lawrence J. Schweinhart, the chairman of the High/Scope Educational Research Foundation's research division.

In another successful project launched by Ms. Provence that brought medical care, day care, home visits, and other services to inner-city New Haven families, "it is not possible to know which was most helpful—and it may not be the same for everybody," she concedes.

'A Good Experience Every Year'

Ironically, Ms. Honig notes, one of the best arguments for parent education may be studies showing that the initial gains of children in early-education programs without parenting components were more likely to fade by the early grades.

In a 1974 analysis of seven early-education programs launched in the 1960's, the Cornell University scholar Urie Bronfenbrenner found that, "without family involvement, intervention is likely to be unsuccessful, and what few effects are achieved are likely to disappear once the intervention is discontinued."

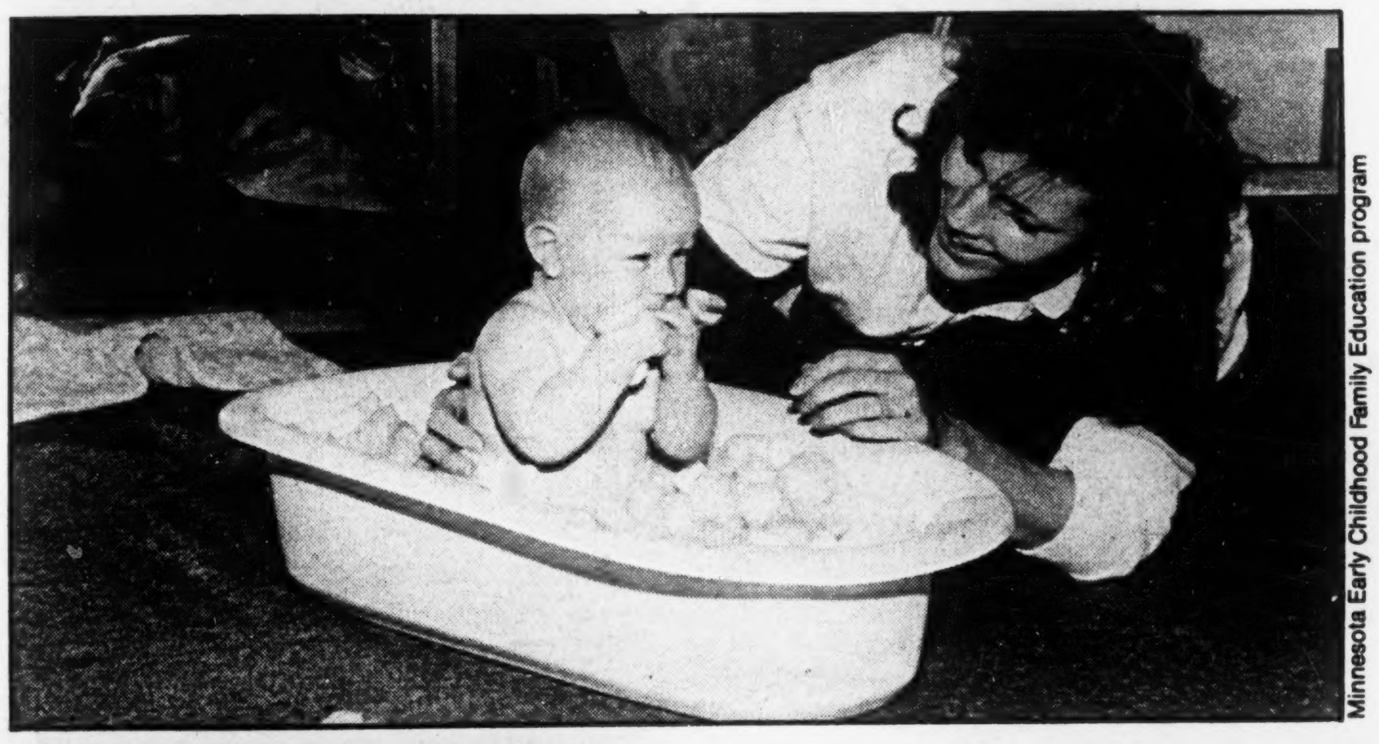
Data from some of the more comprehensive efforts, such as the Family Development Research Program in Syracuse, show "how really powerfully important the total program is," says Ms. Honig, program director of the five-year program of developmental day care, home visits, and health benefits.

"If a program aspires to have the long-term effects found in the Perry Preschool program," Mr. Schweinhart adds, "it is reasonable that it should have some kind of classroom component and some kind of frequent home contacts."

Ms. Clarke-Stewart also contends that the effectiveness of parent training varies widely among parents—and that its impact may not be greatest on those with the most to gain.

Data indicating that some of the gains exhibited at age 3 by children enrolled in

Continued on Page 20



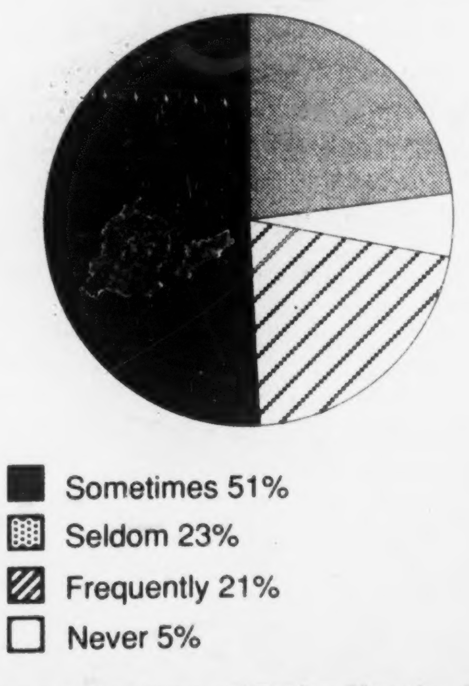
Minnesota Early Childhood Family Education program

Gary Bohn

Minnesota's family-education program includes activities designed to stimulate a child's learning, top. In Missouri, above, home visits are an integral part of the state's parent-education program.

Parental Responsibilities

How often have you felt overwhelmed by your responsibilities as a parent?



Source: Better Homes and Gardens Magazine, 1986

> Parent education is not a substitute for other kinds of programs or a cheap way to provide preschool education.
>
> *–Alison Clarke-Stewart*

> There may be scant time or energy to cuddle and smooch and dance and sing.
>
> *–Alice Sterling Honig*

> It's the rare program that's trying to be . . . cumulative—that tries to help the family grow along with the children.
>
> *–Joyce Epstein*

> Parent education establishes in the minds of the parents their importance in educational decisions.
>
> *–Thomas Keating*

Continued from Page 19

the Parent Child Development Centers had eroded 10 to 16 years later left researchers with "a feeling that we simply were not able to inoculate them against the rest of life," Ms. Blumenthal observes.

The staff of Chicago's Beethoven Project has also noted the dangers of setting unrealistic timetables for success in communities in severe distress. *(See Education Week, Feb. 1, 1989.)*

"At some point," Ms. Blumenthal notes, "we have to grapple with the fact that a child's experience has to be a good experience every year."

Parenting programs "present the hope of kids arriving at school where they need to be," she adds. "I don't think we can ask for anything more."

Unrealistic Standard?

Parent-education advocates argue, however, that the early cognitive gains exhibited by project participants are promising—and that lasting effects on attitudes and behaviors may be more difficult to quantify.

Ms. Winter of the Parents as Teachers center contends that critics have imposed on parenting programs "unrealistic demands" not applied to other education programs.

"Why is it we hang on early-childhood programs the responsibility to show that the money spent is going to have an eternal effect?" she asks. "We hope to get parents involved and knowledgeable about children's learning, with the goal of having a lasting effect."

But, she says, "there are other factors that impact on how kids turn out."

Researchers involved in the early studies "fell into a trap," she argues, by setting out to prove parenting programs would raise children's I.Q. In the process, she contends, they underrated the value of personal and social gains.

Ms. Provence says Head Start research has shown "that issues of social and emotional development and attitudes are favorably influenced by such programs, and it would be a great mistake to use academic achievement or test scores alone as an indicator of success."

"The big issue to me is not whether there are long-term effects, but what is mediating those effects," Mr. Zigler says.

The aim of parent training should be "to promote the total development of a child and give him a good start in life on all fronts," Ms. Winter argues. "Measuring I.Q. is just a small part of it."

"We should not be holding this arena up to a standard no one else is meeting," adds Ms. Weiss, who notes that school-based management and other school-reform trends currently being pursued have not been put to an empirical test.

Successes Cited

Backers also maintain that abundant anecdotal evidence from parents and educators shows that parent education pays off, and they point to data emerging from more recent efforts.

In a 1985 follow-up study of the pilot phase of Missouri's Parents as Teachers program, 3-year-olds enrolled in the program were significantly ahead of a control group in language, intellectual, and social skills, and their parents were more knowledgeable about childrearing issues.

In a second phase of the study, completed in 1989, participating children scored significantly higher than their classmates on standardized reading and math tests at the end of the 1st grade. Teachers also rated them higher in reading, math, language arts, social development, work habits, and physical fitness.

The teachers also reported that significantly more parents participating in the program sought parent-teacher conferences and took part in school activities.

A 1983 evaluation of the Canton, Ohio, Parent-Child Education Program that Ms. Zoretich coordinates, meanwhile, has produced evidence of long-term cognitive gains for project participants. *(See story on page 18.)*

The study, which examined the progress of 100 kindergarten to 10th-grade children who participated in the program beginning in 1972, showed that project children scored above city and national averages on standardized tests every year.

In addition, one-fourth of their parents pursued further schooling or job training, and many reported improved communications skills, discipline methods, and nutritional practices.

The "two-generational aspect" of such programs can be a "catalyst" for positive changes in a mother's life, Ms. Weiss notes.

In addition to praising the comprehensive services Head Start offers children, parents are "enthusiastic about how Head Start helped them to get more education or a job," notes Sherri Oden, the research project director for the High/Scope Educational Research Foundation, which provided technical aid for a recent study designed by Head Start directors. *(See Education Week, April 25, 1990.)*

But "what is particularly compelling," she says, is that participants "do make changes as a family," not only in their approach to education, but in such aspects of parenting as preparing nutritious meals and scheduling regular medical checkups.

Parents who participated in Kentucky's Parent and Child Education program—which teaches parents and young children simultaneously in a public-school setting—showed increased literacy rates and improved educational expectations for their children.

Six states are replicating the program, which offers adult and early-childhood education as well as training in parenting and guided parent-child interaction.

PACE has had more success than most adult-education programs in keeping parents in school because they "like what it does for their children," says Jeanne M. Heberle, who coordinates the program for the Kentucky Department of Education.

The benefits of such programs can also extend to children's siblings.

Arkansas's Home Instructional Program for Preschool Youngsters, a program developed in Israel that trains community members to work with the parents of disadvantaged 4- and 5-year-olds at home, is one example.

Some formerly reticent parents will "now go in and talk to teachers" when an older child needs help, says Ann W. Kamps, Gov. Bill Clinton's assistant for early-childhood programs. "We've seen remarkable turnarounds."

Ms. Zoretich notes that parents who have been involved in such efforts are also likely to share their knowledge with friends or organize similar efforts when they move to other communities.

"You take these seeds with you wherever you go and use them in some way," she says.

Observes Ms. Weiss: "Part of the reason for arguing for more family-oriented approaches doesn't have to do with data—it has to do with values. In the uppermost policy levels, people are reaching a consensus that the role of the family is critical in human development, and we have to strengthen and reinforce that role." ■

This special series on parental involvement in education is being underwritten by the John D. and Catherine T. MacArthur Foundation.

The Job Of Being a Parent

Do you agree or disagree with the following statements?

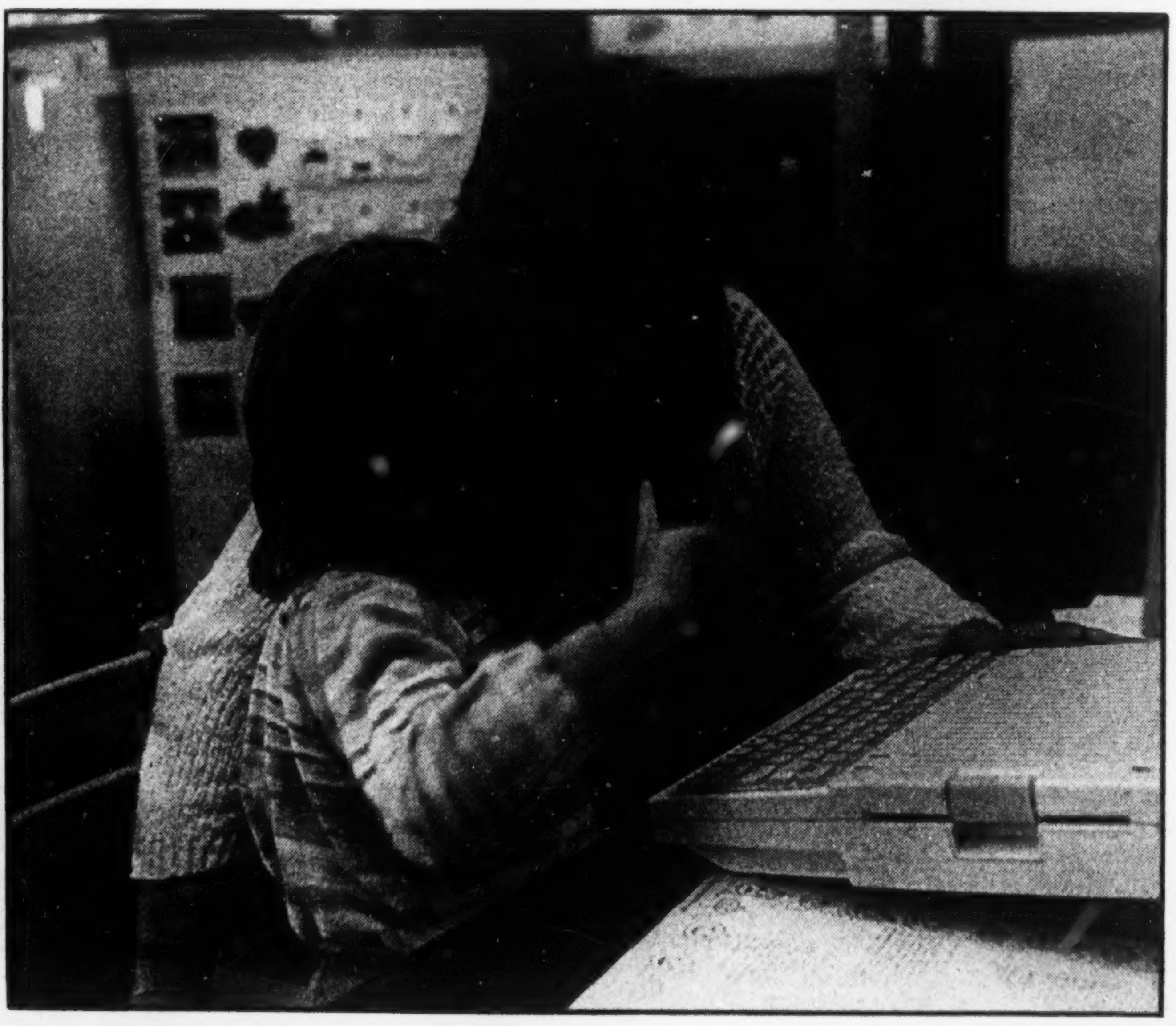
	%
Parents don't spend enough time with their children.	
Agree	76
Disagree	19
No opinion	4
Did not answer	1
It is much harder to be a parent today.	
Agree	75
Disagree	20
No opinion	4
Did not answer	1
Parents today shirk their responsibilities.	
Agree	50
Disagree	39
No opinion	9
Did not answer	2
Today's parents are doing a clearly superior job of parenting.	
Agree	13
Disagree	74
No opinion	11
Did not answer	2

Source: *Better Homes and Gardens* Magazine, 1986

Kentucky Parent and Child Education program

Parents who have participated in Kentucky's Parent and Child Education program—which teaches parents and young children simultaneously in a public-school setting—have shown increased literacy rates and improved educational expectations for their children.

Kentucky Parent and Child Education program



NOTE: For footnotes and source information, see pages 30 and 31.

STATE EDUCATION PERFORMANCE CHART, 1982 and 1989

STUDENT PERFORMANCE

STATE	RANK[2]	ACT STATES[1] (28 STATES)						SAT STATES[1] (22 STATES)						GRADUATION RATE ADJUSTED FOR MIGRATION AND UNCLASSIFIED STUDENTS[8]		PERCENT OF PUBLIC HIGH SCHOOL GRADUATES SCORING 3 OR ABOVE ON ADVANCED PLACEMENT EXAM[9]	
		1989 SCORE[3]	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1989	PERCENT OF TOTAL SCORING 26 AND ABOVE[5] 1989	1982 SCORE	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[6] 1982	SCORE CHANGE 1982-1989	1989 SCORE	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1989	PERCENT OF TOTAL SCORING 600 OR ABOVE ON EITHER VERBAL/MATH[7] 1989	1982 SCORE	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[6] 1982	SCORE CHANGE 1982-1989	1988	1982	1989	1988
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
ALABAMA	NUMBER (RANK)	17.9 (19)T	53.4 (22)	11.3 (21)	17.2 (26)	55.3 (13)	+ 0.7 (2)T	—	—	—	—	—	—	74.9 (23)	63.4 (44)T	5.1 (31)	5.1 (30)T
ALASKA	NUMBER (RANK)	17.9[21] (19)T	36.4 (27)	15.2 (10)	18.7 (12)T	31.5 (27)	- 0.8 (28)	—	—	—	—	—	—	65.5 (43)	64.3 (41)	10.7 (10)	12.2 (9)
ARIZONA	NUMBER (RANK)	19.0 (12)T	35.7 (28)	13.6 (18)T	18.7 (12)T	41.2 (25)	+ 0.3 (8)T	—	—	—	—	—	—	61.1 (48)	63.4 (44)T	7.8 (17)	7.5 (17)
ARKANSAS	NUMBER (RANK)	17.6 (25)	58.6 (14)	9.9 ([illegible])	17.7 (20)	56.3 (11)T	- 0.1 (22)T	—	—	—	—	—	—	77.2 (17)	73.4 (25)	2.1 (46)	2.2 (46)T
CALIFORNIA	NUMBER (RANK)	—	—	—	—	—	—	906 (5)	42.1 (22)	7.4/19.3 (6)	899 (4)	38.4 (20)	+ 7 (15)T	66.9 (42)	68.1 ([illegible])	16.3 (3)	16.3 (5)
COLORADO	NUMBER (RANK)	19.6 (5)T	59.7 (13)	17.1 (3)T	19.6 (5)	66.8 (5)	0.0 (20)T	—	—	—	—	—	—	74.7 (24)	70.9 (29)	13.4 (6)	13.5 (6)
CONNECTICUT	NUMBER (RANK)	—	—	—	—	—	—	908 (4)	70.3 (2)	9.2/17.8 (5)	896 (6)T	69.1 (1)	+ 12 (11)	84.9 (7)T	70.6 (31)	8.6 (14)	10.3 (11)
DELAWARE	NUMBER (RANK)	—	—	—	—	—	—	903 (8)	65.0 (5)	8.4/16.7 (11)	897 (5)	53.4 (8)	+ 6 (18)	71.7 (32)T	68.2 (34)	6.1 (23)T	6.6 (20)
DIST. OF COLUMBIA	NUMBER (RANK)	—	—	—	—	—	—	846 (20)	55.4 (16)	13.5/18.0 (1)	821 (21)	50.4 (11)	+ 25 (3)T	58.2 (50)	56.9 (50)	4.2 (34)T	4.1 (35)
FLORIDA	NUMBER (RANK)	—	—	—	—	—	—	887 (15)	47.5 (19)	5.8/14.0 (17)	889 (9)T	37.5 (21)	- 2 (21)	58.0[23] (51)	60.2 (49)	14.2 (5)	16.5 (3)T
GEORGIA	NUMBER (RANK)	—	—	—	—	—	—	847 (19)	60.3 (8)	4.4/10.6 (20)	823 (20)	49.1 (13)	+ 24 (6)	61.0 ([illegible])	65.0 (39)	6.0 (25)	6.0 (23)T
HAWAII	NUMBER (RANK)	—	—	—	—	—	—	888 (14)	50.5 (18)	5.9/18.5 (10)	857 (18)	47.2 (16)	+ 31 (2)	69.1 (38)	74.9 (19)	6.2 (21)T	5.4 (29)
IDAHO	NUMBER (RANK)	19.1 (9)T	57.5 (16)	14.7 (14)	18.9 (10)T	55.2 (14)	+ 0.2 (13)T	—	—	—	—	—	—	75.4 (22)	78.4 (21)	4.9 (33)	5.7 (25)
ILLINOIS	NUMBER (RANK)	18.8 (16)	61.3 (8)	15.8 (8)T	18.6 (16)	67.4 (4)	+ 0.2 (13)T	—	—	—	—	—	—	75.8 (21)	78.1 (15)T	9.9 (12)	10.0 (12)
INDIANA	NUMBER (RANK)	—	—	—	—	—	—	871 (18)	55.6 (15)	4.2/13.6 (19)	860 (17)	47.1 (17)	+ 11 (12)	76.3 (19)	71.7 (28)	1.8 (48)	1.9 (48)
IOWA	NUMBER (RANK)	20.1 (1)T	60.0 (10)	17.8 (1)	20.3 (2)	54.5 (15)	- 0.2 (24)	—	—	—	—	—	—	85.8 (5)	84.1 (2)	2.3 (42)T	2.3 (43)T
KANSAS	NUMBER (RANK)	19.1 (9)T	66.2 (4)	15.9 (7)	18.9 (10)T	60.8 (9)	+ 0.2 (13)T	—	—	—	—	—	—	80.2 (9)	80.7 (7)	3.6 (37)	3.6 (36)T
KENTUCKY	NUMBER (RANK)	17.8 (22)T	58.2 (15)	11.0 (22)T	17.5 (23)T	53.7 (16)	+ 0.3 (8)T	—	—	—	—	—	—	69.0 (39)	65.9 (38)	4.2 (34)T	4.3 (34)
LOUISIANA	NUMBER (RANK)	17.1 (27)	62.3 (7)	9.0 (27)	16.7 (27)	68.8 (3)	+ 0.4 (5)T	—	—	—	—	—	—	61.4 (47)	52.9 (51)	2.0 (47)	2.2 (46)T
MAINE	NUMBER (RANK)	—	—	—	—	—	—	897 (10)	60.2 (9)T	6.6/14.1 (15)	890 (8)	47.6 (15)	+ 7 (15)T	74.4 (25)	70.1 (32)	5.0 (32)	4.9 (32)
MARYLAND	NUMBER (RANK)	—	—	—	—	—	—	914 (3)	57.8 (14)	9.4/19.5 (3)	889 (9)T	50.3 (12)	+ 25 (3)T	74.1 (26)T	74.8 (20)	12.9 (8)	13.1 (7)
MASSACHUSETTS	NUMBER (RANK)	—	—	—	—	—	—	905 (6)T	71.5 (1)	9.2/18.1 (4)	888 (11)T	65.6 (2)	+ 17 (9)	70.0 (35)	76.4 (13)T	11.7 (9)	10.8 (10)
MICHIGAN	NUMBER (RANK)	18.6 (18)	57.0 (18)	13.6 (18)T	18.7 (12)T	51.4 (18)T	- 0.1 (22)T	—	—	—	—	—	—	73.8 (29)	76.4 (13)T	6.1 (23)T	6.0 (23)T
MINNESOTA	NUMBER (RANK)	19.7 (4)	46.4 (25)	16.2 (6)	20.2 (3)	26.9 (28)	- 0.5 (27)	—	—	—	—	—	—	90.9 (1)	89.2 (1)	3.5 (38)	3.6 (36)T
MISSISSIPPI	NUMBER (RANK)	15.9 (28)	63.6 (6)	6.7 (28)	15.5 (28)	74.4 (1)	+ 0.4 (5)T	—	—	—	—	—	—	66.9 (40)	61.3 (47)	1.5 (49)	1.8 (49)
MISSOURI	NUMBER (RANK)	19.0 (12)T	59.8 (11)T	14.9 (12)	18.7 (12)T	45.3 (23)	+ 0.3 (8)T	—	—	—	—	—	—	74.0 (28)	74.2 (22)	2.2 (44)T	2.3 (43)T
MONTANA	NUMBER (RANK)	19.8 (3)	53.8 (20)	17.1 (3)T	19.5 (6)	49.5 (20)	+ 0.3 (8)T	—	—	—	—	—	—	87.3 (4)	78.7 (9)	3.7 (36)	3.2 (38)
NEBRASKA	NUMBER (RANK)	19.6 (5)T	68.5 (1)	16.6 (5)	19.9 (4)	73.0 (2)	- 0.3 (25)T	—	—	—	—	—	—	85.4 (6)	81.9 (6)	3.2 (39)	3.0 (39)
NEVADA	NUMBER (RANK)	19.0 (12)T	41.6 (26)	14.1 (16)	18.3 (18)	44.5 (24)	+ 0.7 (2)T	—	—	—	—	—	—	75.8 (20)	64.8 (40)	8.4 (16)	8.5 (16)
NEW HAMPSHIRE	NUMBER (RANK)	—	—	—	—	—	—	932 (1)	62.6 (6)	10.1/19.5 (2)	925 (1)	56.4 (6)	+ 7 (15)T	74.1 (26)T	77.0 (11)	5.3 (28)	5.6 (26)T
NEW JERSEY	NUMBER (RANK)	—	—	—	—	—	—	894 (12)	65.8 (3)	7.6/17.9 (9)	869 (15)	64.7 (3)	+ 25 (3)T	77.4 (15)	76.5 (12)	10.1 (11)	9.9 (13)
NEW MEXICO	NUMBER (RANK)	17.8 (22)T	54.5 (19)	13.1 (20)	17.6 (21)T	56.5 (10)	+ 0.2 (13)T	—	—	—	—	—	—	71.9 (31)	69.4 (33)	6.5 (20)	5.5 (28)
NEW YORK	NUMBER (RANK)	—	—	—	—	—	—	890 (13)	65.6 (4)	7.9/18.1 (7)	896 (6)T	61.6 (4)	- 6 (22)	62.3 (46)	63.4 (44)T	16.9 (2)	18.5 (2)
NORTH CAROLINA	NUMBER (RANK)	—	—	—	—	—	—	836 (22)	57.8 (13)	4.1/9.2 (22)	827 (19)	46.6 (18)	+ 9 (13)T	66.7 (41)	67.1 (36)	8.6 (16)T	7.3 (18)
NORTH DAKOTA	NUMBER (RANK)	18.7 (17)	66.0 (5)	13.7 (17)	17.8 (19)	64.5 (7)	+ 0.9 (1)	—	—	—	—	—	—	88.3 (2)T	83.8 (3)	1.2 (50)	1.5 (50)
OHIO	NUMBER (RANK)	19.1 (9)T	52.2 (23)	14.8 (13)	19.0 (9)	49.2 (21)	+ 0.1 (18)T	—	—	—	—	—	—	79.6 (10)T	77.5 (10)	5.8 (26)	5.6 (26)T
OKLAHOMA	NUMBER (RANK)	17.7 (24)	57.2 (17)	10.7 (24)	17.6 (21)T	51.4 (18)T	+ 0.1 (18)T	—	—	—	—	—	—	71.7 (32)T	70.8 (30)	2.3 (42)T	2.3 (43)T
OREGON	NUMBER (RANK)	—	—	—	—	—	—	927 (2)	46.6 (20)	7.9/17.7 (8)	908 (2)	41.7 (19)	+ 19 (7)	73.0 (30)	72.4 (26)T	9.0 (13)	9.6 (14)
PENNSYLVANIA	NUMBER (RANK)	—	—	—	—	—	—	886 (16)	58.2 (12)	6.1/14.2 (16)	885 (13)	51.4 (9)	+ 1 (19)T	78.4 (14)	76.0 (17)	6.2 (21)T	6.2 (21)
RHODE ISLAND	NUMBER (RANK)	—	—	—	—	—	—	895 (11)	58.3 (11)	7.6/15.0 (13)	877 (14)	59.7 (5)	+ 18 (8)	69.8 (36)	73.6 (24)	5.2 (29)T	4.8 (33)
SOUTH CAROLINA	NUMBER (RANK)	—	—	—	—	—	—	838 (21)	54.9 (17)	4.2/9.2 (21)	790 (22)	48.3 (14)	+ 48 (1)	64.6 (45)	63.8 (42)	13.1 (7)	12.0 (8)
SOUTH DAKOTA	NUMBER (RANK)	19.4 (7)T	66.3 (3)	14.5 (15)	19.1 (8)	61.7 (8)	+ 0.3 (8)T	—	—	—	—	—	—	79.6 (10)T	82.7 (5)	0.5 (51)	1.0 (51)
TENNESSEE	NUMBER (RANK)	17.9 (19)T	61.0 (9)	11.0 (22)T	17.5 (23)T	56.3 (11)T	+ 0.4 (5)T	—	—	—	—	—	—	69.3 (37)	67.8 (35)	5.7 (27)	6.1 (22)
TEXAS	NUMBER (RANK)	—	—	—	—	—	—	877 (17)	45.7 (21)	5.5/13.3 (18)	868 (16)	32.4 (22)	+ 9 (13)T	65.3 (44)	63.6 (43)	5.2 (29)T	5.1 (30)T
UTAH	NUMBER (RANK)	18.9 (15)	67.1 (2)	15.0 (11)	18.4 (17)	66.4 (6)	+ 0.5 (4)	—	—	—	—	—	—	79.4 (12)	75.0 (18)	27.0 (1)	29.0 (1)
VERMONT	NUMBER (RANK)	—	—	—	—	—	—	905 (6)T	62.2 (7)	7.2/14.9 (14)	904 (3)	54.2 (7)	+ 1 (19)T	78.7 (13)	79.6 (8)	8.5 (15)	8.8 (15)
VIRGINIA	NUMBER (RANK)	—	—	—	—	—	—	902 (9)	60.2 (9)T	8.3/16.7 (12)	888 (11)T	51.0 (10)	+ 14 (10)	71.6 (34)	73.8 (23)	16.1 (4)	16.5 (3)T
WASHINGTON	NUMBER (RANK)	—[22]	—	—	—[22]	—	—	—[22]	—	—	—[22]	—	—	77.1 (18)	76.1 (15)T	6.6 (18)T	6.9 (19)
WEST VIRGINIA	NUMBER (RANK)	17.4 (26)	52.1 (24)	9.1 (26)	17.4 (25)	48.5 (22)	0.0 (20)T	—	—	—	—	—	—	77.3 (16)	66.3 (37)	2.5 (41)	2.4 (41)T
WISCONSIN	NUMBER (RANK)	20.1 (1)T	53.5 (21)	17.7 (2)	20.4 (1)	32.0 (26)	0.3 (25)T	—	—	—	—	—	—	84.9 (7)T	83.1 (4)	2.2 (44)T	2.4 (41)T
WYOMING	NUMBER (RANK)	19.4 (7)T	59.8 (11)T	15.8 (8)T	19.2 (7)	52.2 (17)	+ 0.2 (13)T	—	—	—	—	—	—	88.3 (2)T	72.4 (26)T	2.9 (40)	2.8 (40)
U.S. AVERAGE	NUMBER	18.6	—	13.9	18.4	—	+ 0.2	903	—	7.8/18.0	893	—	+ 10	71.1	69.7	8.8	8.8

RESOURCE INPUTS · CHARACTERISTICS

STATE	RANK[2]	PERCENT OF TOTAL SCHOOLS WITH ADVANCED PLACEMENT PROGRAMS[10]		AVERAGE TEACHER SALARY[11]		PUPIL/TEACHER RATIO[12]		CURRENT EXPENDITURES PER PUPIL		EXPENDITURES FOR CLASSROOM TEACHERS AS A PERCENT OF TOTAL CURRENT EXPENDITURES[13]		FEDERAL FUNDS AS PERCENT OF SCHOOL REVENUES		PER CAPITA INCOME 1988	PERCENT POVERTY AGES 5-17 1980	MINORITY PERCENT OF ENROLLMENT 1987	HANDICAPPED PERCENT OF ENROLLMENT[20] 1989
		1989	1982	ESTIMATED 1989	1982	1989	1982	1988	1982	1988	1982	1988	1982				
		(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(35)	(36)	(37)	(38)
ALABAMA	NUMBER (RANK)	41.5 (27)	9.2 (37)	$25,190 (37)	$15,612 (45)	18.7 (43)	20.7 (43)	$2,718 (48)	$2,063 (43)	48.4 (2)	39.5 (36)	11.8 (2)	14.8 (2)T	$12,851 (41)	23.1 (3)T	38.0 (11)T	14.2 (5)
ALASKA	NUMBER (RANK)	20.5 (40)	12.6 (31)	41,693 (1)	31,924 (1)	17.0 (26)T	16.8 (9)	7,971 (1)	6,312 (1)	33.5 (51)	22.8 (51)	11.2 (5)T	7.5 (26)	19,079 (8)	11.4 (36)	34.8 (14)	13.9 (6)T
ARIZONA	NUMBER (RANK)	50.6 (19)	32.3 (17)	28,684 (23)	19,211 (21)	19.2 (37)T	19.8 (37)	3,744 (34)	2,462 (33)	43.2 (22)T	42.7 (19)	7.9 (16)T	9.3 (16)	14,970 (29)	15.8 (17)	38.0 (11)T	9.6 (43)
ARKANSAS	NUMBER (RANK)	15.3 (45)	8.9 (51)	21,602 (50)	14,596 (50)	15.7 (15)	18.5 (29)	2,989 (47)	1,841 (50)	46.6 (3)	45.1 (9)	11.8 (7)	14.8 (2)T	12,219 (48)	22.7 (5)	25.8 (21)	10.8 (28)
CALIFORNIA	NUMBER (RANK)	62.8 (8)	40.0 (11)	35,285 (5)	22,755 (6)	22.7 (50)	23.1 (50)	3,839 (31)	2,571 (27)	38.7 (42)	37.1 (44)	7.3 (21)T	9.5 (15)	18,753 (9)	14.2 (22)	46.8 (6)	9.3 (45)
COLORADO	NUMBER (RANK)	40.4 (29)	27.5 (21)	29,558 (17)	19,577 (17)	17.8 (34)T	18.7 (30)	4,462 (16)	2,914 (17)	39.2 (38)	38.0 (39)T	4.9 (39)T	5.3 (38)T	16,463 (20)	10.8 (39)T	21.8 (26)T	9.5 (44)
CONNECTICUT	NUMBER (RANK)	69.5 (2)	51.6 (2)	37,339 (3)	18,658 (22)	13.1 (1)	15.0 (1)T	6,230 (4)	3,188 (9)	43.3 (20)T	41.2 (25)T	3.6 (50)	4.9 (45)T	23,059 (1)	10.4 (43)	23.0 (23)T	13.7 (8)T
DELAWARE	NUMBER (RANK)	57.1 (12)	41.9 (9)	31,605 (11)	19,290 (20)	16.4 (23)	17.8 (22)T	5,017 (11)	3,198 (8)	39.6 (37)	37.4 (43)	7.6 (19)T	10.4 (12)	17,661 (11)	14.6 (20)	32.0 (15)T	14.4 (4)
DIST. OF COLUMBIA	NUMBER (RANK)	70.2 (1)	38.7 (12)	37,504 (2)	24,265 (3)	13.3 (2)	18.5 (26)T	6,132 (5)	3,792 (3)	45.3 (7)T	39.8 (33)	10.6 (9)	13.1 (6)	21,389 (3)	26.3 (2)	96.0 (1)	8.5 (49)T
FLORIDA	NUMBER (RANK)	56.0 (14)	31.0 (18)	26,648 (30)	16,780 (36)	17.1 (28)T	19.9 (38)T	4,092 (25)	2,443 (34)	40.2 (34)	35.4 (49)	6.7 (26)	8.4 (20)T	16,603 (17)	17.7 (16)	35.8 (13)	12.1 (17)
GEORGIA	NUMBER (RANK)	45.1 (23)	20.7 (27)	28,006 (25)	16,363 (41)	18.5 (41)T	18.8 (31)T	3,434 (38)	2,019 (44)	44.2 (14)T	46.5 (5)	7.3 (21)T	10.7 (11)	15,260 (27)	20.5 (9)	38.8 (10)	8.5 (49)T
HAWAII	NUMBER (RANK)	56.8 (13)	33.8 (14)	30,778 (15)	22,542 (7)	21.1 (49)	22.7 (49)	3,919 (29)	2,867 (20)	37.6 (44)	38.0 (39)T	13.2 (1)	11.7 (9)	16,753 (15)	11.7 (36)	77.8 (2)	7.3 (51)
IDAHO	NUMBER (RANK)	28.1 (35)	13.1 (30)	22,800 (44)	16,401 (40)	20.6 (48)	20.9 (45)	2,667 (49)	1,945 (45)	43.0 (16)T	43.3 (14)	8.8 (13)	8.2 (24)	12,665 (45)	13.4 (29)	7.8 (42)T	9.1 (46)T
ILLINOIS	NUMBER (RANK)	34.8 (31)	24.8 (25)	31,195 (13)	21,020 (11)	17.1 (28)T	18.5 (26)T	4,369 (19)	2,836 (15)	45.0 (9)T	44.3 (13)	5.2 (34)	4.5 (40)T	17,575 (12)	14.1 (23)	30.8 (18)	13.7 (8)T
INDIANA	NUMBER (RANK)	29.3 (33)	9.6 (35)	28,664 (24)	18,636 (24)	17.8 (34)T	20.8 (46)	3,794 (32)	2,306 (38)	43.6 (16)T	44.8 (10)	4.9 (39)T	4.1 (50)	14,924 (30)	10.3 (44)T	11.0 (36)T	11.4 (22)T
IOWA	NUMBER (RANK)	12.6 (48)	6.6 (42)	25,884 (33)	18,270 (26)	15.8 (16)T	16.5 (11)T	[illegible]	2,874 (19)	40.4 (32)T	40.8 (29)	5.1 (35)T	5.2 (41)T	14,662 (33)	10.8 (39)T	5.0 (47)	12.0 (18)T
KANSAS	NUMBER (RANK)	13.4 (46)	9.4 (36)	27,401 (27)	16,712 (37)	15.2 (12)	15.7 (5)T	4,076 (26)	2,815 (21)	44.2 (14)T	41.9 (22)T	5.0 (37)T	5.3 (38)T	15,759 (22)	10.7 (42)	14.0 (33)	10.2 (39)T
KENTUCKY	NUMBER (RANK)	45.5 (21)	10.6 (33)	24,920 (40)	17,290 (32)	17.8 (34)T	20.8 (44)	3,011 (46)	1,906 (47)	49.8 (1)	47.3 (2)T	11.7 (3)	14.3 (4)	12,822 (43)	21.2 (7)	11.0 (36)T	12.0 (18)T
LOUISIANA	NUMBER (RANK)	17.1 (43)	4.2 (47)	22,470 (45)	17,930 (28)	19.2 (37)T	19.6 (35)	3,138 (43)	2,590 (30)	40.0 (35)	38.6 (38)	11.2 (5)T	9.6 (14)	12,292 (47)	23.1 (3)T	43.0 (8)	8.8 (48)
MAINE	NUMBER (RANK)	48.2 (20)	20.1 (28)	24,933 (39)	15,105 (46)	14.6 (7)T	18.0 (24)	4,258 (20)	2,221 (41)	40.7 (30)T	40.5 (30)	5.9 (30)T	7.5 (25)	15,106 (28)	15.1 (18)T	2.0 (49)T	13.1 (11)
MARYLAND	NUMBER (RANK)	67.4 (4)	52.8 (1)	33,706 (8)	21,120 (10)	16.8 (25)	18.5 (26)T	5,201 (9)	3,234 (7)	40.4 (32)T	40.1 (31)T	5.0 (37)T	6.6 (30)	19,487 (5)	11.9 (35)	40.0 (9)	13.8 (12)
MASSACHUSETTS	NUMBER (RANK)	59.6 (11)	45.3 (6)	31,670 (10)	20,240 (12)	13.7 (5)	15.2 (3)	5,471 (6)	3,137 (11)	44.4 (12)	47.1 (4)	4.4 (42)T	5.2 (41)T	20,816 (4)	12.3 (33)	16.0 (30)T	19.2 (1)
MICHIGAN	NUMBER (RANK)	41.9 (26)	25.2 (24)	34,419 (6)	24,304 (2)	19.8 (45)	22.9 (48)	4,692 (15)	3,149 (10)	38.0 (43)	36.7 (45)T	5.6 (32)	6.5 (37)	16,552 (18)	12.4 (32)	24.8 (22)	10.3 (37)T
MINNESOTA	NUMBER (RANK)	23.1 (38)	9.8 (38)	31,500 (12)	19,907 (16)	17.0 (26)T	17.1 (16)	4,386 (18)	2,905 (18)	42.9 (25)	41.9 (22)T	4.2 (46)	4.7 (47)	16,674 (16)	9.5 (48)	6.0 (45)T	11.2 (26)T
MISSISSIPPI	NUMBER (RANK)	18.5 (41)	3.6 (48)	22,036 (47)	14,135 (51)	18.4 (39)T	19.3 (34)	2,548 (50)	1,706 (51)	45.9 (4)	45.8 (7)	9.9 (11)	18.3 (1)	11,116 (51)	30.4 (1)	56.6 (4)	11.8 (20)
MISSOURI	NUMBER (RANK)	17.8 (42)	6.9 (40)T	25,981 (32)	16,413 (39)	15.9 (18)T	17.0 (15)	3,786 (33)	2,342 (37)	45.6 (5)	46.0 (6)	5.9 (30)T	8.4 (20)T	15,452 (25)	14.0 (24)T	17.0 (28)T	12.5 (14)
MONTANA	NUMBER (RANK)	16.8 (44)	8.0 (39)	24,414 (41)	17,770 (29)	15.8 (16)T	16.5 (11)T	4,246 (21)	2,998 (14)	38.8 (41)	39.6 (34)T	7.9 (16)T	6.9 (27)T	12,866 (40)	12.7 (30)	7.0 (43)T	10.4 (35)T
NEBRASKA	NUMBER (RANK)	13.3 (47)	6.5 (43)	24,203 (42)	16,570 (38)	15.0 (10)	15.7 (5)T	3,943 (28)	2,704 (24)	41.0 (29)	41.2 (25)T	7.2 (23)	6.9 (27)T	14,774 (32)	11.6 (37)	9.0 (39)T	11.7 (21)
NEVADA	NUMBER (RANK)	45.2 (22)	15.6 (29)	28,840 (22)	19,940 (14)	20.3 (46)	21.1 (46)	3,623 (36)	2,424 (35)	43.2 (22)T	42.3 (20)	3.8 (49)	5.0 (44)	17,511 (13)	9.4 (49)	23.0 (23)T	9.1 (46)T
NEW HAMPSHIRE	NUMBER (RANK)	54.6 (15)	32.5 (16)	26,703 (29)	14,894 (47)	16.2 (22)	16.8 (13)T	4,457 (17)	2,509 (31)	37.0 (46)T	38.9 (37)	3.3 (51)	4.5 (48)T	19,434 (6)	8.9 (50)	2.0 (49)T	10.4 (35)T
NEW JERSEY	NUMBER (RANK)	64.5 (7)	47.8 (4)	32,923 (9)	19,910 (15)	13.5 (3)T	15.9 (8)	6,564 (3)	3,674 (4)	37.0 (46)T	36.7 (45)T	4.8 (47)	4.9 (45)T	21,994 (2)	13.3 (27)	31.0 (18)	16.2 (2)
NEW MEXICO	NUMBER (RANK)	22.7 (39)	6.3 (44)	25,205 (36)	18,600 (23)	18.5 (41)T	18.8 (31)T	3,601 (35)	2,703 (25)	41.6 (28)	41.2 (25)T	11.5 (4)	11.3 (10)	12,486 (46)	21.7 (6)	57.8 (3)	10.8 (30)T
NEW YORK	NUMBER (RANK)	61.4 (9)	47.7 (5)	36,500 (4)	23,437 (4)	14.9 (9)	17.6 (21)	7,151 (2)	4,200 (2)	37.1 (45)	35.9 (48)	4.5 (45)	3.9 ([illegible])	19,305 (7)	17.9 (14)	32.0 (15)T	11.6 (22)T
NORTH CAROLINA	NUMBER (RANK)	50.7 (18)	33.5 (15)	25,608 (34)	18,947 (35)	17.5 (31)T	19.9 (38)T	3,368 (41)	2,187 (42)	45.0 (9)T	43.2 (15)	7.6 (19)T	11.9 (7)	14,304 (36)	17.8 (15)	32.0 (15)T	10.5 (34)
NORTH DAKOTA	NUMBER (RANK)	3.8 (51)	1.5 (50)	22,249 (46)	17,426 (31)	15.4 (13)T	16.8 (13)T	3,519 (38)	2,727 (23)	43.4 (18)	39.6 (34)T	8.9 (12)	8.4 (20)T	12,833 (42)	14.0 (24)T	8.0 (42)	10.7 (32)
OHIO	NUMBER (RANK)	44.8 (24)T	27.7 (20)	29,152 (20)	18,550 (25)	17.6 (33)	19.7 (36)	3,998 (27)	2,492 (32)	43.3 (20)T	41.1 (28)	5.1 (35)T	6.3 (31)T	15,536 (23)	12.2 (34)	17.0 (28)T	11.3 (25)
OKLAHOMA	NUMBER (RANK)	10.2 (49)	5.4 (46)	22,000 (48)	16,210 (43)	16.5 (24)	17.2 (17)T	3,093 (44)	2,673 (26)	44.9 (11)	37.6 (41)	6.0 (28)T	9.2 (17)	13,323 (38)	15.1 (18)T	21.0 (26)T	11.1 (28)
OREGON	NUMBER (RANK)	39.7 (30)	30.7 (19)	29,500 (18)	20,305 (12)	18.4 (39)T	20.3 (41)	4,789 (13)	3,299 (6)	36.3 (50)	33.7 (50)	6.8 (25)	6.9 (27)T	14,885 (31)	10.8 (39)T	10.0 (38)	10.6 (33)
PENNSYLVANIA	NUMBER (RANK)	44.8 (24)T	34.6 (13)	30,720 (16)	19,482 (18)	15.9 (18)T	17.3 (19)T	4,989 (12)	3,050 (12)	39.7 (36)	40.1 (31)T	5.3 (33)	5.3 (38)T	16,233 (21)	13.2 (28)	16.0 (30)T	12.9 (13)
RHODE ISLAND	NUMBER (RANK)	59.1 (10)	49.3 (3)	34,233 (7)	21,659 (8)	14.5 (6)	16.1 (10)	5,329 (7)	3,040 (13)	45.5 (6)	48.8 (1)	4.4 (42)T	5.1 (43)	16,892 (14)	12.6 (31)	12.0 (35)	15.1 (3)
SOUTH CAROLINA	NUMBER (RANK)	65.5 (5)	25.9 (22)	25,060 (38)	15,515 (44)	17.2 (30)	19.8 (33)	3,408 (40)	1,997 (46)	45.3 (7)T	45.6 (8)	8.5 (14)	10.1 (13)	12,926 (39)	20.7 (8)	45.0 (7)	12.4 (15)T
SOUTH DAKOTA	NUMBER (RANK)	5.8 (50)	1.8 (49)	20,480 (51)	14,717 (48)	15.4 (13)T	15.8 (7)	3,249 (42)	2,308 (39)	41.8 (27)	42.8 (18)	10.9 (8)	11.8 (8)	12,755 (44)	18.4 (11)	9.8 ([illegible])	11.4 (22)T
TENNESSEE	NUMBER (RANK)	40.6 (28)	22.6 (26)	25,619 (35)	16,285 (42)	19.3 (44)	20.5 (42)	3,068 (45)	1,895 (48)	43.1 (24)	44.7 (11)	10.5 (10)	13.2 (5)	13,873 (36)	20.2 (10)	23.0 (23)T	12.4 (15)T
TEXAS	NUMBER (RANK)	25.0 (37)	11.9 (32)	26,513 (31)	17,582 (30)	—[24]	18.4 (25)	3,608 (37)	2,229 (40)	44.3 (13)	47.3 (2)T	7.8 (18)	8.6 (19)	14,586 (34)	18.4 (12)	49.0 (5)	9.9 (41)
UTAH	NUMBER (RANK)	67.6 (3)	45.2 (7)	23,023 (43)	18,106 (27)	24.5 (51)	27.4 (51)	2,454 (51)	1,872 (49)	40.7 (30)T	37.5 (42)	6.2 (27)	6.3 (31)T	12,193 (49)	9.8 (46)	6.0 (45)T	10.2 (39)T
VERMONT	NUMBER (RANK)	52.9 (16)	45.1 (8)	26,861 (28)	14,715 (49)	13.6 (3)T	15.3 (4)	5,207 (8)	2,793 (22)	36.8 (48)	36.4 (47)	4.4 (42)T	5.7 (36)	15,302 (26)	13.0 (29)	2.0 (49)T	13.9 (6)T
VIRGINIA	NUMBER (RANK)	64.7 (6)	40.5 (10)	29,056 (21)	17,008 (34)	16.1 (21)	17.8 (22)T	4,149 (23)	2,384 (36)	43.6 (16)T	43.0 (16)T	—[25]	8.4 (20)T	17,675 (10)	14.4 (21)	27.0 (20)	10.8 (30)T
WASHINGTON	NUMBER (RANK)	50.9 (17)	25.6 (23)	29,176 (19)	22,954 (5)	20.4 (47)	21.7 (47)	4,164 (22)	2,650 (28)	36.4 (49)	43.0 (16)T	6.0 (28)T	6.0 (33)	16,473 (19)	10.3 (44)T	15.0 (32)	9.7 (42)
WEST VIRGINIA	NUMBER (RANK)	29.7 (32)	6.9 (40)T	21,904 (49)	17,129 (33)	15.1 (11)	17.3 (19)T	3,858 (30)	2,593 (29)	39.1 (39)	41.4 (24)	8.1 (15)	8.7 (18)	11,735 (50)	18.2 (13)	4.0 (48)	13.4 (10)
WISCONSIN	NUMBER (RANK)	25.7 (36)	10.5 (34)	31,046 (14)	19,387 (19)	16.0 (20)	17.2 (17)T	4,747 (14)	2,935 (16)	42.6 (26)	42.2 (21)	4.3 (45)	5.8 (35)	15,524 (24)	9.6 (47)	13.0 (34)	10.3 (37)T
WYOMING	NUMBER (RANK)	28.6 (34)	6.0 (45)	27,685 (26)	21,249 (9)	14.6 (7)T	15.0 (1)T	5,051 (10)	3,417 (5)	38.9 (40)	44.4 (12)	3.9 (48)	3.2 (51)	13,609 (37)	7.5 (51)	9.0 (39)T	11.2 (26)T
U.S. AVERAGE	NUMBER	39.7	23.5	$29,567	$19,274	17.4	18.9	$4,243	$2,726	41.3	40.5	6.3	7.4	$16,489	15.3	30.8	11.3

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STATE REFORMS

MINIMUM COMPETENCY TEST FOR GRADUATION [14] (29)	STATE INTERVENES IN ACADEMICALLY BANKRUPT DISTRICTS AND YEAR IMPLEMENTED [15] (30)	TEACHER OR SCHOOL INCENTIVES BASED ON STUDENT PERFORMANCE [16] (31)	ALTERNATIVE TEACHER CERTIFICATION OFFERED IN STATE [17] (32)	STATE TEST TO CERTIFY REGULAR OR PERMANENT TEACHERS [18] (33)	STATE ALLOWS PARENTS TO CHOOSE SCHOOLS [19] (34)	STATE
YES	NO	NO	YES	NO	S	**ALABAMA**
NO	NO	NO	NO	NO	S	**ALASKA**
NO	NO	(Pilot)	YES	YES	OE-L, PS-L	**ARIZONA**
YES	YES (1984)	NO	YES	YES	OE-C	**ARKANSAS**
YES	NO	NO	YES	YES	OE-L, PD, T	**CALIFORNIA**
NO	NO	NO	YES	YES	OE-L, PS-C	**COLORADO**
NO	NO	NO	YES	IO	OE-M, PD	**CONNECTICUT**
NO	NO	NO	YES	YES	—	**DELAWARE**
YES	NO	NO	NO	YES	PD	**DIST. OF COLUMBIA**
YES	NO	YES	YES	YES	PS-L, PD	**FLORIDA**
YES	YES (1988)	NO	YES	IO	—	**GEORGIA**
YES	NO	NO	NO	NO	[illegible]	**HAWAII**
NO	NO	NO	NO	YES	—	**IDAHO**
NO	NO	NO	NO	YES	PD, S	**ILLINOIS**
NO	NO	YES	NO	NO	S	**INDIANA**
NO	NO	NO	NO	YES	OE-C, PS-L, TAX	**IOWA**
NO	NO	NO	NO	NO	PS-L	**KANSAS**
NO	YES (1984)	NO	YES	IO	—	**KENTUCKY**
YES	NO	YES	YES	YES	S	**LOUISIANA**
NO	NO	NO	NO	IO	PS-L	**MAINE**
YES	NO	NO	YES	NO	PD	**MARYLAND**
NO	NO	NO	YES	NO	OE-M, PD	**MASSACHUSETTS**
NO	NO	NO	NO	NO	S	**MICHIGAN**
NO	NO	NO	NO	NO	OE-C, OE-L, PS-C, PD, TAX	**MINNESOTA**
YES	NO	NO	YES	IO	S	**MISSISSIPPI**
NO	NO	NO	NO	NO	OE-M, PD	**MISSOURI**
NO	NO	NO	NO	YES	—	**MONTANA**
YES	NO	NO	YES	YES	OE-C	**NEBRASKA**
NO	NO	NO	NO	YES	—	**NEVADA**
NO	NO	NO	YES	YES	—	**NEW HAMPSHIRE**
NO	YES (1988)	NO	YES	YES	—	**NEW JERSEY**
YES	NO	NO	—	IO	S	**NEW MEXICO**
YES	NO	NO	NO	YES	PD	**NEW YORK**
YES	NO	NO	YES	IO	S	**NORTH CAROLINA**
NO	NO	NO	NO	NO	—	**NORTH DAKOTA**
NO	YES (1983)	NO	YES [26]	NO	OE-C, PS-C	**OHIO**
NO	NO	NO	YES	IO	PD	**OKLAHOMA**
YES	NO	NO	NO	IO	PS-L, T	**OREGON**
NO	NO	YES	YES	—	—	**PENNSYLVANIA**
NO	NO	NO	NO	NO	PS-L, PD	**RHODE ISLAND**
NO	YES (1985)	YES	YES	YES	S	**SOUTH CAROLINA**
NO	NO	NO	NO	NO	—	**SOUTH DAKOTA**
YES	NO	NO	YES	IO	—	**TENNESSEE**
YES	YES (1984)	YES	YES	—	—	**TEXAS**
NO	NO	YES	NO	NO	PS-L	**UTAH**
YES	NO	NO	YES	NO	T	**VERMONT**
YES	NO	NO	YES	IO	PD, S	**VIRGINIA**
NO	NO	NO	NO	NO	OE-L, PS-L, T	**WASHINGTON**
NO	YES (1989)	NO	YES	NO	—	**WEST VIRGINIA**
NO	NO	NO	NO	YES	OE-M, PD	**WISCONSIN**
NO	NO	NO	YES	NO	—	**WYOMING**

FOOTNOTES

1. Each State's score is given for the test—the American College Testing program or the Scholastic Aptitude Test—taken by the most high-school students in that state.

2. Rankings are explained in the following list. A "T" designates a tie.

Column 1	From highest (1) to lowest (28) 1989 A.C.T. score
Column 2	From highest (1) to lowest (28) percentage
Column 3	From highest (1) to lowest (28) percentage
Column 4	From highest (1) to lowest (28) 1982 A.C.T. score
Column 5	From highest (1) to lowest (28) percentage
Column 6	From largest increase (1) to largest decrease (28) in scores between 1982 and 1989
Column 7	From highest (1) to lowest (22) 1989 S.A.T. score
Column 8	From highest (1) to lowest (22) percentage
Column 9	From highest (1) to lowest (22) percentage
Column 10	From highest (1) to lowest (22) 1982 S.A.T. score
Column 11	From highest (1) to lowest (22) percentage
Column 12	From largest increase (1) to largest decrease (22) in scores between 1982 and 1989
Columns 13 & 14	From highest (1) to lowest (51) graduation rate
Columns 15 & 16	From highest (1) to lowest (51) percentage
Columns 17 & 18	From highest (1) to lowest (51) percentage
Columns 19 & 20	From highest (1) to lowest (51) salary
Columns 21 & 22	From smallest (1) to largest (51) ratio
Columns 23 & 24	From highest (1) to lowest (51) expenditure
Columns 25 & 26	From highest (1) to lowest (51) expenditure rate
Columns 27 & 28	From highest (1) to lowest (51) percentage
Column 35	From highest (1) to lowest (51) income
Column 36	From highest (1) to lowest (51) percentage
Column 37	From highest (1) to lowest (51) percentage
Column 38	From highest (1) to lowest (51) percentage

3. A.C.T. scores and the percentages of graduates taking the exam may not be strictly comparable between 1989 and 1982. The 1989 scores and numbers of test takers represent data for students who took the A.C.T. exam as seniors, and for those who took the test as juniors but did not take it again when they were seniors. The 1982 scores and numbers of test takers included all test takers.

4. The 1989 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1989 A.C.T. or S.A.T. test takers by the total number of 1988 public and 1980 private high_school graduates. The number of 1989 high_school graduates was not available, nor were later data on private-school graduates.

5. The percentage of A.C.T. test takers scoring 26 and above was calculated by dividing the number of students scoring 26 and above by the total number of A.C.T. test takers.

6. The 1982 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1982 A.C.T. or S.A.T. test takers by the number of 1982 public and 1980 private high-school graduates.

7. The percentage of S.A.T. test takers scoring 600 or above on the verbal or math test components was calculated as a percentage of all test takers scoring 600 or above on either component. Data showing those scoring 600 or more on both test components are not available. The ranking is based on the sum of the percentages of the verbal and math test takers scoring 600 or above on either exam.

8. Graduation rates are for public schools only because recent data on private high-school graduates are not available by state. The adjusted graduation rate is calculated by dividing the number of public high-school graduates by the public 9th-grade enrollment four years earlier. Ninth-grade enrollments include a prorated portion of the secondary-school students who are unclassified by grade. Graduation rates are also corrected for interstate population migration. Information on the number of persons of graduating age receiving G.E.D.S is not currently available.

9. The percentage of public high-school graduates scoring 3 or above on the Advanced Placement exam was calculated by dividing the number of 1989 public-school exam takers scoring 3 and above on the A.P. exam by the number of 1988 public high_school graduates. The number of 1989 high_school graduates was not available. The percentage of public A.P. candidates scoring 3 or above was not reported for 1982 because data for only public_school exam takers were not available for that year. The percentage of 1988 high_school graduates scoring 3 and above was calculated by dividing the number of 1988 public_school exam takers scoring 3 and above on the A.P. exam by the number of 1987 public high_school graduates.

10. The percentage of total schools with A.P. programs was calculated by dividing the number of schools with A.P. programs by the total number of schools.

11. Average salaries are reported annually for public-school teachers.

12. The pupil/teacher ratio is the number of public elementary and secondary students divided by the number of public elementary and secondary full-time equivalent teachers.

13. Expenditures for classroom teachers as a percentage of total current expenditures were calculated by multiplying the number of classroom teachers by average teacher salaries and dividing the resulting figure by total current expenditures.

14. States classifed as having mandated minimum competency testing for graduation include those where either the state or local school districts have set standards.

15. States classified under this category have policies to intervene in school districts where students are performing below levels specified by the state.

16. States classified as having student performance-based programs include those that have implemented programs, funded pilot or local programs, or established mechanisms for such programs as of December 1989.

17. States classified as offering alternative teacher certification have programs to attract qualified candidates into teaching by modifying traditional teacher-training requirements. A dash indicates no response.

18. This column indicates whether an examination is required for regular or permanent teacher certification in each state. IO indicates that in-class observation only is required for teacher certification. A dash indicates no response.

19. The Parental Choice indicator shows which states as of December 31, 1989, allow parents options in where they educate their children. Several types of options are included:
Open Enrollment Comprehensive (OE-C). Parents are able to send their children to public schools outside of their resident district with the state paying the costs. One restriction that applies equally to both this option and the next one described is that the student transfer must not upset desegregation plans.
Open Enrollment-Limited (OE-L). Defined subgroups of students may attend public schools outside their resident districts, with state funds paying the costs. Permission of the resident or receiving district may be required.
Open Enrollment-Metropolitan [OE-M). Students are allowed to attend schools outside of their district but within their metropolitan area. Permission of either the resident or the receiving district may be required. States with magnet-school programs involving several districts in a metropolitan area—programs devoped to help promote desegregation and more effective education—are a part of this category.
Postsecondary Option, Comprehensive (PS-C). The State allows high-school students to attend postsecondary programs. Permission of the resident district is not required. State and/or local funds pay the tuition and fees.
Postsecondary Option, Limited (PS-L). Students must obtain the permission of their resident district to attend postsecondary programs. State or local funds pay all or part of the costs.
Tax Deduction or Tax Credit (Tax). States allow families to claim either a deduction or a credit on their state tax return for their children's education costs.
Tuitioning (T). States allow funds to follow certain students to public and private nonsectarian programs.
Specialty School (S). The state operates and funds a specialty school, on a statewide or regional basis, that draws students from many districts.
Program Development (PD). The state provides funds earmarked to help school districts plan or implement different kinds of parental choice.

20. The number of handicapped students includes all handicapped students counted under both E.H.A. and Chapter 1 of E.S.E.A., as amended (SOP).

21. Alaska had a higher percentage of test takers for the S.A.T. than the A.C.T. in 1988 and 1989; however it is reported as an A.C.T. state in order to maintain comparability with 1982 scores and percentage of high-school graduates taking the test.

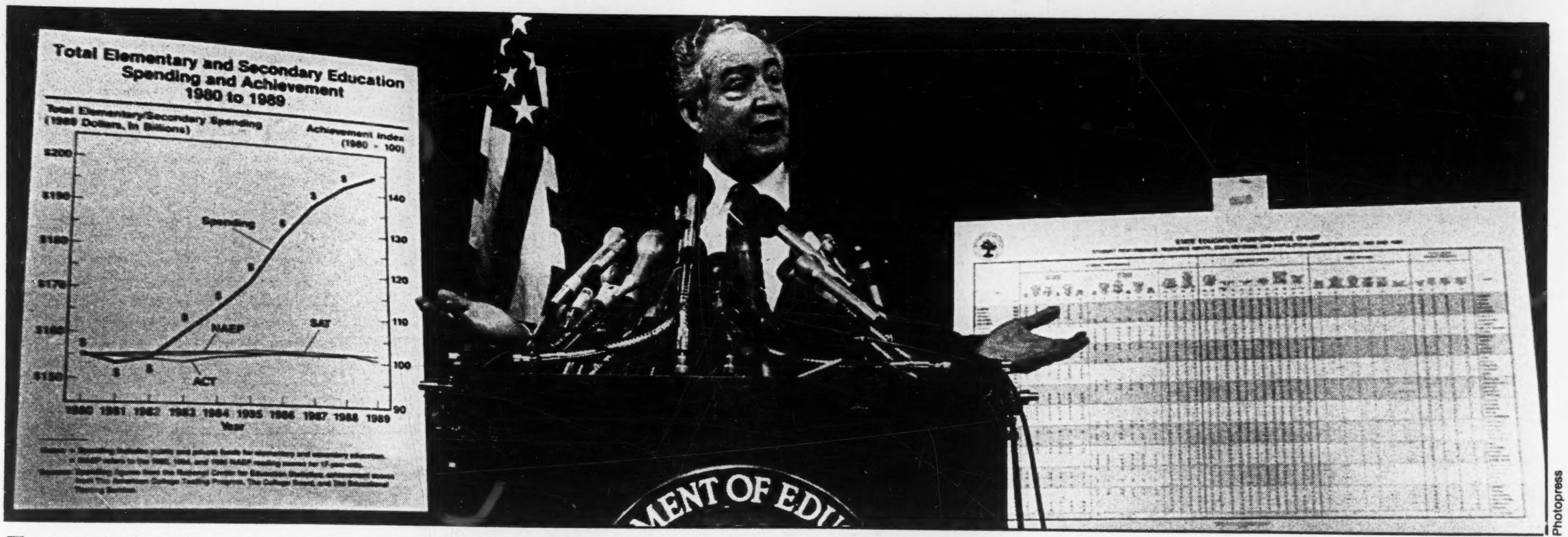
22. Washington State administers its own college-entrance examination tests. Consequently, the percentages of A.C.T. or S.A.T. test takers are too low to classify Washington as either an A.C.T. or S.A.T. state.

23. This figure differs from the official graduation rate developed by the Florida State Department of Education. The Florida State Department of Education has adopted a graduation rate definition that does not correspond to the U.S. Education Department's and is not comparable to the figures reported for other states. The State Education Performance Chart's graduation rates are calculated as the proportion of a state's 9th-grade class receiving a regular diploma four years later adjusted for unclassified students and migration. Florida's calculations include students taking more than four years to receive a diploma.
For 1987, Florida's official graduation rate was 67.1 percent; for 1988, 71.6 percent.

24. The number of Texas' teachers for 1989 was not available. However 1988 data were used in the calculation of the rankings to maintain comparability among the states.

25. Federal funds data for Virginia have not been available since 19[illegible] However 1985 data were used in the calculation of the rankings to maintain comparability among the states.

26. Ohio requires an extended internship or induction for vocational education teachers only.



Photopress

The stagnation in student performance has occurred, Mr. Cavazos told a news conference, despite record levels of spending on education by districts, states, and the federal government.

Cavazos Says 'Wall Chart' Shows 'Plateau' in Student Performance

Continued from Page 1

set by President Bush and the National Governors' Association, Mr. Cavazos called on parents and educators to commit themselves—"as the President and the governors have committed the nation—to the work of education reform."

School officials, however, sharply criticized the wall chart as misleading, and said it would do little to spur improvements toward meeting the national goals. Only one of the goals set by President Bush and the governors—raising the graduation rate—is included on the chart.

"The Education Department's 'wall chart' has as much to offer educational improvement as the Edsel offered the automotive industry," said Timothy J. Dyer, president of the National Association of Secondary School Principals. "The Education Department should wake up to the fact that this nation is adopting national goals on education."

Bill Honig, California's superintendent of public instruction, called the chart a politically motivated attempt to push the Bush Administration's reform agenda. Other indicators of performance, he said, would have shown real gains in student achievement.

"It's almost as if he went out of his way to kick teachers and schools," Mr. Honig said. "What's the point—that we need to make more progress? We know that."

"Teachers need credit if they've done a good job, and they've done a good job," he said.

'Only Measure We Have'

Created in 1984 by then-Secretary of Education Terrel H. Bell, the wall chart has increasingly come under fire from educators and state officials, who contend that it compares states unfairly and offers little guidance for improvement. *(See Education Week, May 17, 1989.)*

Following last week's release of the 1990 chart, for example, several organizations renewed their calls for new forms of assessment that they say would gauge peformance more accurately than the standardized-test scores used on the chart.

Bush Administration officials have also expressed concern that this year's report might conflict with their work with the governors on national goals. White House officials reportedly asked the Secretary to consider dispensing with it this year. *(See Education Week, April 11, 1990.)*

Mr. Cavazos acknowledged last week that the chart does not address the areas encompassed by the goals, but said it represents a "starting point for developing strategies designed to achieve" such goals.

"This is the only current measure we have for educational performance," the Secretary said. "Until we develop other measures, we will have to rely on the wall chart."

'Marching to the Same Tune'

The 1990 performance report suggests that student achievement has improved little over the past year.

None of the 28 states where a majority of college-bound students take the American College Testing program test registered gains, the report shows. Scores in 5 states remained the same, and 23 states registered declines.

In the 22 states where students use the Scholastic Aptitude Test, 8 showed improvements, 9 exhibited declines, and 5 remained stable.

Many educators have criticized the use of such test scores as a measure of state performance, because they reflect performance by a self-selected sample of college-bound high-school students.

But Charles E. M. Kolb, deputy undersecretary of education, said reading scores from the National Assessment of Educational Progress—which is based on a representative national sample of students—show a similar pattern of stagnation.

"There may be shortcomings [with the S.A.T. and the A.C.T.], and there may be methodological quibbles with the way they are administered," Mr. Kolb said, "but you can't get away from the fact that everybody is marching to the same tune."

But Mr. Honig pointed out that the overall college-entrance-test scores mask genuine improvements by minority students, who were taking the tests in larger numbers. Moreover, he noted, other NAEP results, including recently published scores in science and mathematics, show substantial gains in performance.

The scores "are not stagnating, they are growing steadily," Mr. Honig said. "That's not to say we don't have a long way to go."

'Gross' Underestimate?

The 1990 report also noted that other measures of achievement suggest there have been gains at higher levels of performance.

The number of schools offering Advanced Placement programs, for example, has climbed substantially since 1982. In 1989, 39.7 percent of high schools offered such programs, compared with 23.5 percent in 1982.

In addition, the proportion of students who earned high scores on the college-admission tests also increased over that period.

But the proportion of test takers who scored 3 or above on the A.P. tests—a level sufficient to earn credit at most colleges—declined in 1989.

The report also noted that graduation rates remained virtually unchanged between 1987 and 1988. Nationally, 71.1 percent of 9th graders graduated with their cohorts in 1988, compared with 71.7 percent the year before.

Among the states, the wall chart shows, Minnesota is already meeting and exceeding the national goal of having a 90 percent graduation rate. Wyoming and North Dakota are close behind. States with high admission-test scores tend to have high graduation rates, according to the statistical compilation.

But Gordon M. Ambach, executive director of the Council of Chief State School Officers, said the department's figures, which exclude students who earn a General Educational Development certificate, "grossly" underestimate the graduation rate.

Data from the Census Bureau, Mr. Ambach said, suggest that as many as 85 percent of students eventually earn a high-school diploma. "You don't get any of that reflected in the chart," he said.

'Radical Reforms'

In examining the "inputs" of the education system, Mr. Cavazos noted that spending has increased substantially over the past decade.

Between 1982 and 1989, the report found, average teacher salaries increased by 19 percent, while expenditures per pupil rose by 21 percent.

At the same time, pupil-teacher ratios declined from 18.9-to-1 in 1982 to 17.4-to-1 in the fall of 1988.

The stagnation in student performance, however, suggests that these increases have failed to "erase the education deficit," Mr. Cavazos said.

"The solution to the education deficit is not found by adding more dollars into the system," he maintained.

Rather than increase spending, the Secretary said, states should enact "radical reforms" that might lead to improved performance. The 1990 wall chart indicates states' progress on six such proposals: minimum-competency testing for graduation, "academic bankruptcy" sanctions, performance-based teacher or school incentives, alternative certification for teachers, teacher-certification examinations, and parental-choice plans.

These six reforms have been gaining favor in state capitals, Mr. Cavazos noted. For example, he said, some 35 states now offer parents at least some measure of choice in education, and "full-fledged" choice programs are now in place in five states, compared with one when President Bush took office.

He noted also that Minnesota, the first state to allow open enrollment across district lines, has the highest graduation rate in the nation. But he cautioned that there is as yet no evidence that such reforms are linked to improved student performance.

"Anything is better than what we are doing now," he concluded. "We'd better try something different."

But Mr. Honig said genuine improvements would require a comprehensive approach—including additional resources.

"I like choice," he said, "but I would never say it is the answer to American education's problems."

Year and Sources of Data, by Column:

Column 1	Individual State Education Agencies
Column 2	Individual State Education Agencies; National Center for Education Statistics, Office of Educational Research and Improvement, U.S. Education Department, *Digest of Education Statistics, 1989*; N.C.E.S., Unpublished Preliminary Data
Column 3	Individual State Education Agencies
Column 4	Individual State Education Agencies
Column 5	Individual State Education Agencies; N.C.E.S., *Digest of Education Statistics, 1989;* N.C.E.S., Unpublished Revised Data
Column 7	The College Board
Column 8	The College Board; N.C.E.S., *Digest of Education Statistics, 1989*; N.C.E.S., Unpublished Preliminary Data
Column 9	The College Board
Column 10	The College Board
Column 11	The College Board; N.C.E.S., *Digest of Education Statistics, 1981*; N.C.E.S., Unpublished Revised Data
Column 13	N.C.E.S., Unpublished Preliminary Data; U.S. Bureau of the Census, Provisional Unpublished Data; Individual State Education Agencies
Column 14	N.C.E.S., Unpublished Preliminary Data; U.S. Bureau of the Census, Unpublished Data
Column 15	The College Board, Advanced Placement Program
Column 16	The College Board, Advanced Placement Program
Column 17	The College Board, Advanced Placement Program; N.C.E.S., *Digest of Education Statistics, 1989*
Column 18	N.C.E.S., *Digest of Education Statistics, 1989*; N.C.E.S., Unpublished Preliminary Data
Column 19	National Education Association, Estimates of School Statistics, 1988-89
Column 20	National Education Association, Research Division, *Estimates of School Statistics* data file
Column 21	N.C.E.S., Unpublished Preliminary Data
Column 22	N.C.E.S., *Digest of Education Statistics, 1986*
Column 23	N.C.E.S., Unpublished Preliminary Data
Column 24	N.C.E.S., Unpublished Revised Data
Column 25	National Education Association, Research Division, *Estimates of School Statistics, 1989;* N.C.E.S., Unpublished Preliminary Data
Column 26	National Education Association, Research Division, *Estimates of School Statistics* data file; N.C.E.S., Unpublished Revised Data
Column 27	N.C.E.S., Unpublished Preliminary Data
Column 28	N.C.E.S., Unpublished Revised Data
Column 29	The Council of Chief State School Officers, *State Education Indicators: 1988*
Column 30	Education Commission of the States, Clearinghouse Notes, November 1985; Individual State Education Agencies
Column 31	Southern Regional Education Board, "Paying for Performance—Important Questions and Answers," *Career Ladder Clearinghouse,* January 1990
Column 32	C.C.S.S.O., *State Education Indicators: 1988;* C.C.S.S.O., Unpublished Preliminary Data
Column 33	C.C.S.S.O., *State Education Indicators: 1988;* C.C.S.S.O., Unpublished Preliminary Data
Column 34	Nathan, Joe. "Progress, Problems, and Prospects of State Educational Choice Plans." Prepared for U.S. Education Department, July 1989 Individual State Education Agencies
Column 35	U.S. Commerce Department, Bureau of Economic Analysis, August 1989 Press Release
Column 36	U.S. Bureau of the Census, General Social and Economic Characteristics, December 1983, Revised
Column 37	Office for Civil Rights, "1986 Elementary and Secondary Schools Civil Rights Survey," National and State Summary of Projected Data
Column 38	U.S. Education Department, Office of Special Education and Rehabilitative Services; N.C.E.S., Unpublished Preliminary Data

Note: All series have been updated using the most recent data available. The data reported in the columns of the 1990 chart may vary slightly from those reported in previous charts.

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House Backs Bill Requiring Family Leave for Workers

White House Signals Bush Veto Is Likely

By Deborah L. Cohen

WASHINGTON—Citing a need to promote family well-being, House members last week approved a bill that would require firms with more than 50 employees to grant workers up to 12 weeks of unpaid leave a year to care for newborn infants, newly adopted children, or sick family members.

The measure, which has evoked a veto threat from the White House, passed on a 237-to-187 vote, drawing support from 39 Republicans and opposition from 54 Democrats.

A companion bill has passed a Senate committee.

The final bill—the product of a compromise crafted by Representatives Bart Gordon, Democrat of Tennessee, and Curt Weldon, Republican of Pennsylvania—was watered down from earlier versions that offered separate leave periods for different categories of care and fewer exemptions for employers.

But Representative Patricia Schroeder, the Democrat from Colorado who first introduced parental-leave legislation five years ago, said the vote was still a significant victory.

"This is like the moon-shot legislation of the 1960's," she said. "It shows Congress recognizes changes in our workforce and stresses families are under in this new global marketplace we're in."

"As we move into Mother's Day," she added, "we finally did something real besides chocolate and cards."

Added Representative Marge Roukema of New Jersey, a Republican sponsor of the measure, "We got the message across that what American families cannot afford is to lose their jobs in a crisis."

Although the vote fell short of the two-thirds needed to override a Presidential veto,

Continued on Page 20

Cooperman Legacy: Gutsy Reforms, Unsolved Problems

N.J. Chief and Kean Stressed Strong State Role

Saul Cooperman, left, and Gov. Thomas H. Kean exported many of their ideas.

By Lynn Olson

TRENTON, N.J.—Saul Cooperman has a saying tacked to his closet door: "Never for the sake of peace and quiet deny your experience or convictions."

The quote is an apt one for New Jersey's outgoing Commissioner of Education, who is scheduled to leave office next month. For the past eight years, the dogged and persistent educator has pushed New Jerseyans to pioneer some of the nation's most controversial school reforms.

His state was the first to provide a minimum starting salary of $18,500 for beginning teachers; the first to allow non-educators into the profession through an "alternate route"; the first to seize control of an "academically bankrupt" school district.

In the process, the man who describes himself as "bookish and introspective" has frequently managed to outrage most of New Jersey's education organizations.

But he has also built a reputation as a leader with "guts," according to one educator, a "fierce debater" who shoots straight from the hip, according to another.

"You get no doubletalk from Saul Cooperman," says Senator Matthew Feldman, the Democratic chairman of New Jersey's Senate Education Committee. "He's very straight. If he feels he's right, he can be inflexible. But he doesn't dance around issues. He's not afraid to tackle tough problems. And he doesn't look for the easy way out."

Mr. Cooperman typifies the activist commissioners of the 1980's. Many took advantage of the national school-reform

Continued on Page 10

State and Testing Officials Dispute Gloomy View of Pupil Achievement

By Robert Rothman

State officials and testing experts last week took issue with Secretary of Education Lauro F. Cavazos' gloomy assessment of the status of student achievement.

In releasing the annual state education-performance chart this month, Mr. Cavazos cited the fact that overall scores on college-admission tests remained stable for the fourth straight year as evidence that achievement has "reached a plateau." He also charged that the school-reform effort thus far has failed to boost performance.

But the state and testing officials argued in interviews that the Scholastic Aptitude Test and the American College Testing Program test are inappropriate gauges of student performance.

Moreover, they said, alternative interpretations of these data, as well as other performance data not included on the "wall chart," suggest that achievement has improved over the past few years.

In particular, the officials noted:

- College-admission test scores have increased for every demographic group. But overall scores remained stable because lower-performing groups took the tests in greater numbers.
- Results from the National Assessment of Educational Progress indicate that performance on lower-level items has increased steadily over the past decade, and that the gap between blacks' and whites' performance in most subjects has narrowed considerably.
- Publishers of commercially available achievement tests report that national norms now are substantially higher than they were earlier in the decade, particular-

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Education Officials Reconsider Policies On Grade Retention

By Lynn Olson

After a decade-long trend toward stricter policies requiring low-achieving pupils to repeat a grade, a number of school leaders are beginning to reassess the wisdom of such practices and call for a more flexible approach.

Moves to overhaul student-retention rules are under way in several big-city school districts.

And at least one state school chief is considering denying certain kinds of grants to districts in his state that fail to abandon such policies.

For critics of mandatory retention, these developments offer hope that policymakers are starting to heed a large body of research indicating that retention does not benefit students—and may actually cause them to drop out.

"In a lot of places, where standards have been raised during the last decade," says Joan McCarty First, president of the National Coalition of Advocates for Students, "the remedial strategy of choice has been

Continued on Page 13

Company Has Schools Scrambling To Buy New Football Helmets

By Mark Walsh

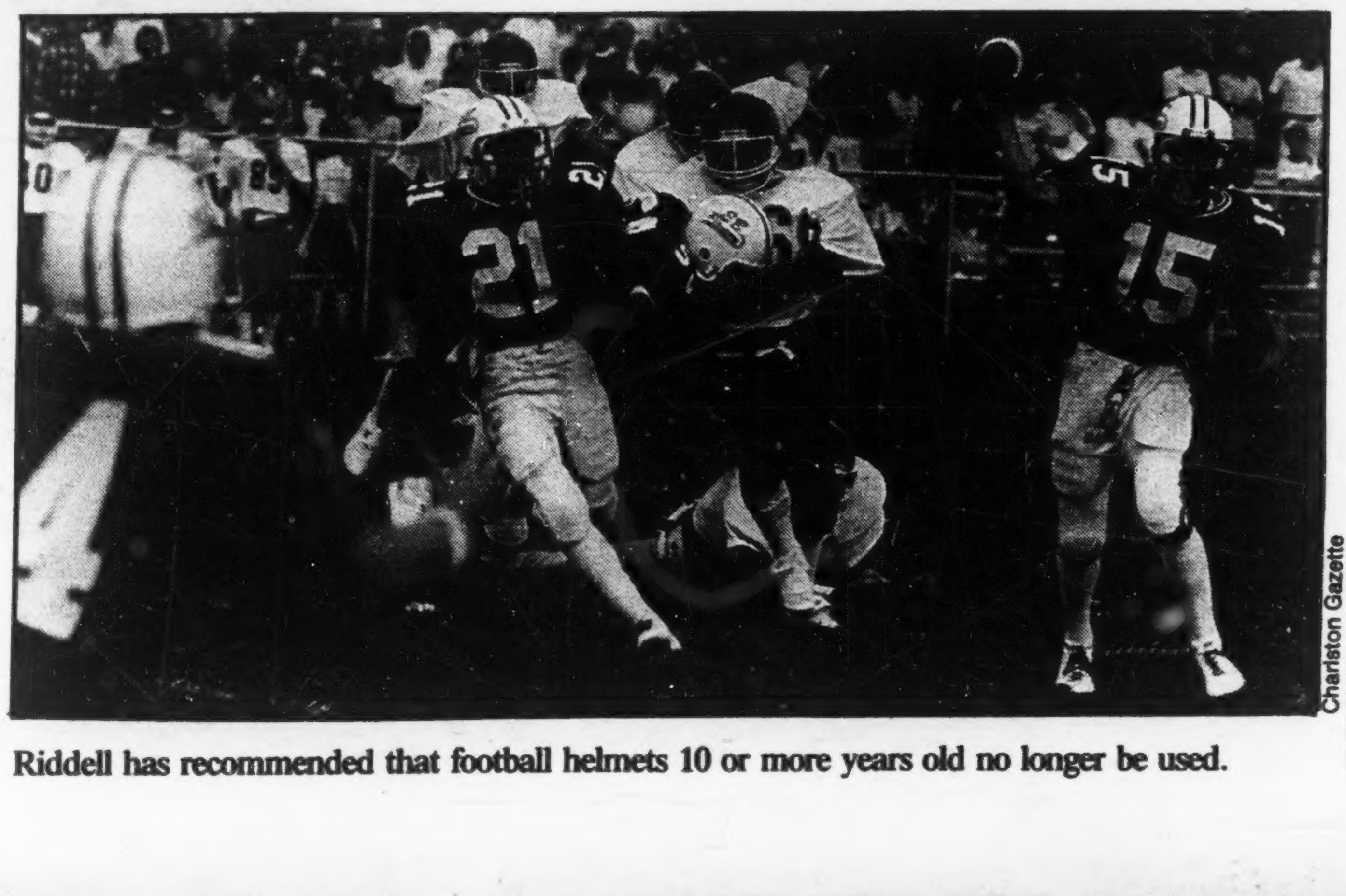
School districts nationwide have been thrown for a loss by an unexpected expense for the upcoming school year: new football helmets.

Riddell Inc., one of the leading manufacturers of the headgear, has recommended that high-school helmets 10 or more years old no longer be used. The safety of reconditioned helmets of that age cannot be assured, the company said in December.

That announcement has left many districts and schools, fearful of wrongful-injury suits should they ignore the manufacturer's advice, scrambling to find money to purchase new helmets—at a cost that generally runs $100 or more per helmet.

"I'm sure a lot of schools are going to have

Continued on Page 14



Charleston Gazette

Riddell has recommended that football helmets 10 or more years old no longer be used.

Also in the news

4 **Elementary Counselors**
Despite evidence of their positive impact, few states mandate—or fund—them.

8 **'An Educated Electorate'**
A distinguished panel seeks ways to teach Americans their stake in the system.

NOTE

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IN SUMMARY

Out of Money for Measles
Federal officials say they have run out of money to combat the current epidemic of measles, which has killed dozens of unvaccinated preschool-age children this year. **Page 5.**

A Klan Campaign
The Ku Klux Klan is urging teachers in Duval County, Fla., to resist a federal-court desegregation order designed to help achieve racially balanced school faculties in the district. **Page 7.**

Lax on Asbestos Rules?
A union-sponsored survey of school custodians and maintenance workers in Ohio suggests that many schools there are not complying with the requirements of the federal asbestos law. **Page 7.**

Mohawk Schools Disrupted
An armed standoff between a militant sect of Mohawk Indians and the New York state police over gambling on the St. Regis reservation has caused disruptions in two schools serving the tribe. **Page 8.**

Eyeing the Pension Fund
Despite strong opposition from teachers' unions, New York State officials last week were looking to the state teachers' pension fund to help increase aid to the schools. **Page 15.**

Impact-Aid Increases
The Senate last week approved legislation that would allow larger impact-aid payments to school districts that lose students and revenue due to impending military-base closings. **Page 18.**

Emphasis on Alcohol Abuse
Members of a national commission clashed with a Bush Administration official last week over the emphasis to be given to youth alcohol abuse in an upcoming report. **Page 18.**

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ACROSS THE NATION

NATIONAL

U.S. Women Averaging 2 Babies For First Time in 18 Years

For the first time in 18 years, U.S. women of childbearing age are having an average of two babies each, new government statistics show.

According to data compiled by the National Center for Health Statistics, the estimated fertility rate for women between the ages of 15 and 44 in 1989 was 2.0 children per woman.

The 1989 figure is an increase from the lowest recorded rate of 1.74 per woman in 1976. It is also the first time since 1972 that women have averaged 2 children each.

The center also estimates that 4,021,000 children were born last year, the most since 1964.

Stephanie Ventura, a demographer at the center, said the total number of births is likely to decline in the next few years, despite the higher fertility rate. A decline can be expected, she said because members of the "baby boom" generation are gradually aging beyond childbearing age.

STATES

New York Business, Labor Groups Endorse Statewide Reform Package

A coalition of business and labor groups in New York State has endorsed a package of school reforms.

Among other proposals, the New York State A.F.L.-C.I.O. and the Business Council of New York State endorsed school-based management, "report cards" for schools, intradistrict parental choice, and outcome-based accreditation.

The groups announced their endorsements at a conference with educators on May 1.

The coalition asked the State Board of Regents to adopt its proposals by next January so that new regulations could be in place for the 1992-93 school year.

The business council represents about 3,600 companies and more than 200 chambers of commerce; the A.F.L.-C.I.O. represents some 2.3 million workers in the state.

■ **In cases of divorce, the parent with custody of the children has the right to determine how and where they will be educated**, the Nebraska Supreme Court has ruled.

The only exception, the court said, would be if "there is an affirmative showing that the custodial parent's decision has injured or harmed, or will jeopardize the child's safety."

The case centered on a child-custody dispute involving the divorce of Lawrence E. Von Tersch and Geraldine A. Von Tersch.

A district court had supported Mr. Von Tersch's assertion that the couple's twin boys would be better served academically, socially, and athletically if they were enrolled in a public school instead of the school run by the Sword of the Spirit Church.

In reversing that decision, the Supreme Court cited its earlier decision that the custodial parent has the right to control a child's religious training unless there is a demonstrated threat to the child's health and well-being.

In addition, the court said, there was no evidence that continued attendance at the Sword of the Spirit Church school would have any detrimental effect on the 9-year-old twins.

DISTRICTS

Federal Judge Orders Release Of Dade Desegregation Records

A federal judge has ordered Dade County, Fla., school officials to provide him with extensive records on the district's desegregation efforts.

U.S. District Judge C. Clyde Atkins told school officials last month to give him the records for schools with enrollments that are more than 90 percent white or black. The records must include information on the racial makeup of each school's faculty and the racial makeup of nearby schools, the judge said.

The order came in response to a letter from a citizens' committee that monitors the district's desegregation efforts.

In their letter, members of the Bi-Racial/Tri-Ethnic Committee contend that the district's attendance-boundary committee had recommended changes that would impede progress toward desegregation. The attendance-boundary committee, also made up of citizens, suggests adjustments in school boundaries to relieve overcrowding.

The so-called Bi-Tri committee refused to endorse the attendance-boundary committee's recommendations for the 1990-91 school year.

Lawyers for the district argued that Dade County schools have become more integrated since 1970, when the system was declared "unitary," or legally desegregated. In 1970, they said, 30 percent of the system's schools were segregated, while in 1990 only 5 percent are.

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Earning Extra Credits

The sign outside the high school in Snoqualamie Valley (Wash.) School District No. 410 reads "Mount Si High School." But to millions of viewers of television's audacious and eerie new series, it reads "Twin Peaks High School."

David Lynch, the show's director, chose Mount Si to film the school scenes in the two-hour pilot show that introduced the mystery-cum-soap opera to viewers this spring.

Mr. Lynch and his staff walked through the building about 14 months ago, says Barbara Harkey, the school's vice principal, and were immediately taken with the building.

"We have a very, very old building, and they kept saying over and over, 'This is perfect,' " she recalls. "And it *was* perfect for them."

To set the scene, the crew even went to the trouble of making an exact duplicate of the school's sign, changing only the name.

A casting call went out, and not surprisingly, there was little trouble in attracting students to play extras in several school scenes.

"When word got around that a movie was going to be filmed here," Ms. Harkey recalls, "the students showed up in droves."

The crew interviewed students and chose a number of them to appear as extras during the filming. Students were told that they would have to give up some weekends for the filming and that they definitely would not miss any school.

"Our major concern was that the students not have their education interrupted," Ms. Harkey says.

But when the crew arrived to shoot the scene on March 1, 1989, they found 17 inches of new snow on the ground. The storm closed the school and canceled a proposed scene on the football field. But filming went ahead on a crucial scene in which students learn that their classmate, Laura Palmer—a prom queen with some decidedly unsavory secrets—has been found murdered.

ABC

Mount Si students comfort Donna Hayward (the actress Lara Flynn Boyle) in a scene from the pilot episode of "Twin Peaks."

The one scene—a long, painful look at the shock and horror of Laura's classmates (some of whom have their own secrets) took an entire day to film, Ms. Harkey says, as the director ordered numerous retakes. The crew returned that weekend to shoot hallway scenes, and again this spring to shoot some film to promote the series.

The school's 800-plus students have been avidly following the show, she says. "The burning question last fall was not when the new principal was going to come, but when 'Twin Peaks' was going to show."

And what of Laura Palmer, whose reputation deteriorates with each week's episode?

"Oh no, not to my knowledge. There definitely is no Laura Palmer here," Ms. Harkey says. —G.B.

tee from relieving overcrowding to correcting racial imbalances.

■ **A 16-year-old deaf and mentally retarded girl has brought suit against officials at a public Philadelphia-area vocational school for failing to protect her from being repeatedly raped by seven of her classmates.**

The student, identified only as "D.R." in the lawsuit, said the attacks at Middle Bucks Area Vocational School involved seven male students between the ages of 15 and 17. The attacks allegedly occurred in 1989 in secluded areas of the school's graphics classroom.

The student's lawsuit, filed last month in federal district court in Philadelphia, portrays the classroom as wildly out of control and asserts that students sometimes locked the instructor out of the room. It contends that school officials knew about the poor discipline in the classroom, but that they failed to take steps to protect D.R. and other female classmates from being molested.

The suit also blames school officials for placing a student teacher in charge of the class without giving her adequate support and training.

Donald Maloney, the school's current director, said he could not comment on the lawsuit because he was not employed by the school when the incidents took place.

■ **The Boise, Idaho, school district can ask two families to submit information about their home-school programs**, a state judge has ruled.

In his ruling, Fourth District Judge D. Duff McKee said state law gives districts the right to determine if a home-schooling program is "comparable" to a public-school education.

The Boise district had asked the parents to submit curriculum outlines and descriptions of how academic progress is monitored. The parents had claimed that this request was unconstitutional because it violated their right to privacy.

■ **Parents of students attending Baskin (La.) High School have decided against legal action to keep a student with hepatitis B out of the school**, a lawyer for the parents said.

Almost half of the K-12 school's 400 students were kept home by their parents for several days when the infected child began attending the school in March.

David Doughty, a lawyer for the parents, said plans for a lawsuit were dropped after the school board decided last month that the boy posed no health threat to other students.

Before the board's decision, the 5-year-old boy had been removed from the school and tutored at home for two weeks. The board readmitted the boy after health experts explained that the disease is transmitted through direct contact with blood, sexual intercourse, and shared needles. They said the disease is rarely spread through casual contact.

■ **Twenty-one parents have been arrested, some as many as five times, during protests at Louisville (Miss.) High School calling for the dismissal of the district school superintendent**, local police said.

The parents, who were charged late last month with disturbing the peace, staged the demonstrations to seek the dismissal of Louisville's superintendent, Fred Perkins. Mr. Perkins, they charged, has shown insensitivity to blacks by failing to hire enough black teachers and by permitting the election of separate black and white high-school homecoming courts.

Mr. Perkins, who is white, asserted last week that the majority of the city's black community supports the way he has run the 4,100-student district, which is 59 percent black.

■ **A group of parents in Sand Lake, Mich., has filed suit against the school district and the local mental-health agency after their children were given sexually explicit information during a lesson on self-esteem.**

About 200 students in grades 7-11 in the Sand Lake Alternative Education School were given printed information about masturbation, sexual fantasies, and group sex as part of a talk on self-esteem presented by an employee of the local mental-health agency, said David R. Melton, a lawyer for the parents.

Mr. Melton said that, although the employee has since resigned and both the school system and the mental-health agency agree that the sexual material should not have been included, seven families believe both institutions were negligent.

Mr. Melton, the president of the Michigan chapter of the Rutherford Institute, a politically conservative parents'-rights group, said he filed a suit on their behalf in Kent County Circuit Court.

He said the suit alleges that parents' rights were violated when the school failed to inform them about the nature of the presentation and to screen the materials beforehand.

■ **Unhappy with the performance of his schools superintendent, Mayor Kurt L. Schmoke of Baltimore has hired a deputy superintendent to take over the day-to-day operations of the district.**

James Edward Andrews Jr., a professor at the University of Maryland, has accepted the new position of deputy superintendent. He will serve under Richard Hunter, the superintendent whom Mr. Schmoke has criticized for his handling of several security matters.

Mr. Andrews was superintendent of schools in Montgomery County from 1979 to 1983. Last year he worked as a consultant to Superintendent Hunter.

DIMENSIONS

Moonlighting Teachers

Twenty-three percent of public-school teachers, and slightly more than 30 percent of private-school teachers, held down second jobs outside their schools in 1987-88, according to a survey by the National Center for Education Statistics.

Of the public-school teachers, 5.7 percent moonlighted only during the school year, 7.6 percent only during summer recess, and 9.7 percent all year, the survey found. For private-school teachers the figures were 7.0 percent, 11.5 percent, and 11.6 percent, respectively.

The data, which come from the Schools and Staffing Survey conducted by the N.C.E.S., reveal that men were much more likely than women to moonlight (in public schools, 41 percent of men versus 15 percent of women; in private schools, 48 percent versus 25 percent). White teachers were also more likely to moonlight than were teachers from minority groups, the survey showed.

Those working second jobs tended to be younger than those who did not, the survey found. Some 37 percent of public-school teachers under age 30 moonlighted, and 51 percent of private-school teachers in that age group did so. Not surprisingly, teachers with lower family incomes tended to moonlight more than their more affluent peers.

Sharon A. Bobbitt of the N.C.E.S. discussed the findings at the American Educational Research Association's recent meeting in Boston. More information is available from Ms. Bobbitt, Elementary and Secondary Education Statistics Division, National Center for Education Statistics, U.S. Department of Education, 555 New Jersey Ave., N.W., Washington, D.C. 20208-5651.

Teachers Who Do and Do Not Moonlight, 1987-88

	Public School		Private School	
	Do	Do Not	Do	Do Not
Total	22.9	77.1	30.2	69.8
Sex				
Male	40.6	59.4	48.3	51.7
Female	15.5	84.5	25.0	74.9
Race				
White	23.6	76.4	30.9	69.1
Minority	19.2	80.8	23.4	76.6
Level				
Elementary	16.6	83.4	26.2	73.8
Secondary	29.4	70.6	35.0	45.0

Source: Schools and Staffing Survey, National Center for Education Statistics 1987-88

UPDATE

■ **School districts in North Carolina may use Whittle Communications' "Channel One" TV news show, but only for one three-year contract and only if they do not count the 12-minute program as part of the regular school day**, the state board of education has decided.

The board voted 10 to 1 on May 3 to impose a ban on commercially sponsored programs such as "Channel One," which includes 10 minutes of news and 2 minutes of commercials. But districts that have already signed contracts may show the program, and other districts may sign contracts during the 60 days before the board's regulation takes effect.

State officials have been at odds with many district superintendents over who should decide whether schools can show "Channel One." *(See Education Week, Feb. 28, 1990.)*

The board stipulated in its vote that districts may not include the 12 minutes in the regular 5½-hour school day. Also, the contracts will become invalid if the state supreme court rules that they violate public policy, the board said.

■ **The McMartin Preschool, the target of a flood of child-abuse charges filed against its principal and a teacher, has been sold and faces demolition.**

Arnold Goldstein, a local developer, purchased the property in Manhattan Beach, Calif., in February for $320,000 from Danny Davis, the lawyer who is representing Raymond Buckey on eight counts of child abuse stemming from his work at the center. *(See Education Week, Feb. 7, 1990.)*

The *Los Angeles Times* has reported that Mr. Davis acquired the property in lieu of a legal fee for representing Mr. Buckey, who was acquitted on all but 13 of 53 counts against him. His mother, Peggy McMartin Buckey, was acquitted on all 12 counts against her. Mr. Buckey is now being retried on eight counts.

Mr. Goldstein has filed plans with the city to build a three-story office building on the site. "Who needs that monument anymore?" he told the *Times*.

■ **A federal court jury has ordered the Kentucky Education Association to pay more than $1 million in damages to a former school principal who said the union had him fired over a racial slur.**

Robert G. Eaton, an elementary-school principal, had been fired in 1987 after he called a black school employee a "nigger." The Newport school board dismissed him even though he apologized to the employee. A state appeals court later ruled that the district had arbitrarily dismissed Mr. Eaton and ordered it to rehire him. *(See Education Week, Sept. 6, 1989.)*

In the federal case, Mr. Eaton charged that the union and its local field representative conspired with the school board to have him fired. In finding for Mr. Eaton, the jury awarded him damages for malicious action, anguish, and embarrassment, as well as back pay with interest.

The union is expected to ask U.S. District Judge William O. Bertelsman to set aside the verdict.

■ **The executive director of the New Jersey School Boards Association has resigned in the wake of charges that he misused and mismanaged funds.**

Octavius T. Reid Jr. resigned shortly before the association's directors were scheduled to vote on whether to dismiss him, as a state investigative panel had recommended. *(See Education Week, May 9, 1990.)*

The panel said that Mr. Reid had mismanaged insurance funds, leading to a $1-million loss, and that he had used funds to finance an extravagant life style.

Mr. Reid has denied any wrongdoing.

PEOPLE

■ **Norward Roussell**, the superintendent of schools in Selma, Ala., whose dismissal by the school board last winter sparked months of protest, has resigned.

Last December, the white-dominated board voted not to renew Mr. Roussell's contract when it expires next month. He was the school system's first black superintendent.

Mr. Roussell last week accepted a $150,000 cash settlement in exchange for dropping his $10-million federal lawsuit against the board.

Mr. Roussell said he was planning to write a book and several newspaper articles about the "disturbing things that are happening in the education of black children."

The board is considering an interim superintendent and has begun a search for a permanent replacement.

■ **Martha C. Fricke** is the new president of the National School Boards Association, succeeding James R. Oglesby.

Ms. Fricke, a school-board member in Ashland, Neb., since 1969, took office during the N.S.B.A.'s annual meeting in New Orleans last month.

350,000 Abductions by Family Members Documented

By Debra Viadero

WASHINGTON—The first national study of missing children has revealed that a surprisingly high number of children are abducted each year by members of their own families.

According to the study, released by the Justice Department this month, about 350,000 abductions of children by family members occur each year. Most often, they arise out of conflicts engendered by bitter divorces and custody fights.

The number of such abductions is more than three times higher than previous estimates.

By contrast, the number of children abducted by strangers was found to be significantly lower: between 200 and 300 a year.

Researchers said those figures, representing some of the most startling findings of the comprehensive, three-year study, shatter popular misconceptions about the nature and scope of the nation's missing-children problem.

"People would say there are 50,000 missing children in this country, and the public would hear that as 50,000 Adam Walshes or Melissa Brannens," said the study's co-author, Andrea Sedlak, referring to two nationally publicized cases.

Five-year-old Melissa Brannen disappeared from a party at her Washington-area apartment complex last year—taken, apparently, by a stranger—and has not been found. Adam Walsh, a Florida 6-year-old who was found murdered after being abducted from a store by a drifter, was the inspiration for a television drama and the public drive that culminated in the creation of national center on missing children.

The perception that all missing children fit this pattern "has done a lot of damage because there are different ways of dealing with these very different problems," said Ms. Sedlak, a social pyschologist and senior study director at Westat Inc. here.

> *"People would say there are 50,000 missing children in this country, and the public would hear that as 50,000 Adam Walshes or Melissa Brannens."*
>
> —Andrea Sedlak

She wrote the report with David Finkelhor, research scientist and co-director of the Family Research Laboratory at the University of New Hampshire, and Gerald T. Hotaling, an assistant professor of criminal justice at the University of Massachusetts.

Fears that a growing number of children were being abducted by strangers had led the Congress to mandate the study as part of the 1984 Missing Children Act.

The bulk of the $1.6-million study consisted of telephone surveys of 10,544 care-givers, conducted from January 1988 to January 1989. The researchers also surveyed juvenile facilities, studied police records, and re-analyzed 12 years of Federal Bureau of Investigation homicide data.

Taken by Parent

In 81 percent of the family abductions, they found, the children had been taken by a natural parent. Most family-abducted children were back home in two days to a week, with 10 percent being held for more than a month. Sexual assault, one of the most feared aspects of any abduction, occurred in only 1 percent of the family-abduction cases.

About 46 percent of the family abductions fell into the most serious category, in which the child's whereabouts were concealed, he or she was taken out of state, or there was evidence the abductor intended to keep the child indefinitely.

The researchers concluded that the missing-children problem is really five distinct problems. Besides family abductions, it includes abductions by strangers, children who run away from home, "thrown-away" children, and those who are lost, injured, or otherwise missing.

In addition to the estimated 200 to 300 children kidnapped each year by strangers, the report estimates that, in 1988, 3,200 to 4,600 children were lured away for brief periods of time by strangers or other nonfamily members. Most often, these episodes lasted less than a day and involved teenagers or younger girls who were sexually assaulted.

Ms. Sedlak noted as equally disturbing the fact that an estimated 114,600 more abductions were attempted by nonfamily members.

An estimated 450,700 children ran away from home over the survey period, constituting the largest category of missing children. Fewer than a third of those children did not have "a secure and familiar place to stay" during some portion of those episodes, according to the report.

Another 127,100 children were estimated to have been "thrown away," meaning their parents had either abandoned them, thrown them out of the house following an argument, or made no attempt to recover them after they had run away.

Finally, 438,200 children were described as "lost, injured, or otherwise missing." In many of these instances, the researchers said, the children had either lost track of the time or misunderstood when they were expected to come back home.

Copies of the report, "Missing, Abducted, Runaway, and Thrownaway Children in America," may be obtained from the Juvenile Justice Clearinghouse, Box 6000, Rockville, Md. 20820. The telephone numbers are: (800) 251-5139, or (301) 251-5139 for residents of Maryland and metropolitan Washington.

Missing Children, 1988 Estimates

Type	Number
Family abductions	
Broad scope	354,100
Policy focal	163,200
Non-family abductions	
Legal-definition abduction	3,200-4,600
Stereotypical kidnapping	200-300
Runaways	
Broad scope	450,700
Policy focal	133,500
Thrownaways	
Broad scope	127,100
Policy focal	59,200
Lost, injured, other	
Broad scope	438,200
Policy focal	139,100

Definitions

Broad scope: The problem as defined by affected families.

Policy focal: The problem as defined by police or other social agencies.

Legal-definition abductions: Includes short-term, coercive movement entailed in many rapes and assaults.

Stereotypical kidnappings: Long-term, long-distance, or fatal episodes.

Source: U.S. Justice Department

Study Links Drug Experimentation, Psychological Health

By Ellen Flax

Teenagers who have experimented with marijuana are more likely to be psychologically healthy than teenagers who either abuse the drug or who have never tried it, a new study suggests.

The study, which appears in this month's issue of the *American Psychologist*, suggests that frequent drug use is an outgrowth of long-term psychological problems that are evident before a child ever uses drugs.

It also concludes that current drug-education programs, which teach children how to "say no" to drugs, are "misguided" because they do not deal with the underlying causes of drug abuse.

The study, conducted by two psychologists at the University of California at Berkeley, followed 101 teenagers from the Bay Area from age 3 to 18.

At age 18, the youths were divided into three groups: the abstainers, who had never tried marijuana or any other drug; the experimenters, who had used marijuana a few times or once a month; and frequent users, who had used the drug at least once a week and had tried at least one drug other than marijuana.

According to the study, while 68 percent of the teenagers had tried the drug, only 20 percent were frequent users, and nearly 30 percent had never tried the drug. Sixteen percent of the children did not fall into any of the three categories.

Compared with the experimenters, the researchers found, the abusers were typically troubled, alienated, emotionally withdrawn, uncontrolled, and distressed. Such problems were evident when abusers were as young as 7 years old, they said.

> 'Just say no' education programs are 'misguided,' study finds.

"The data clearly indicate, then, that the relative maladjustment of the frequent users precedes the initiation of drug use," the study states.

'Deviant' Abstainers

In contrast, teenagers who abstained from drug use were found typically to be overcontrolled, tense, emotionally-constricted, and lacking in social skills, when compared with the experimenters. Such tendencies were also evident during their early childhood, the researchers said.

Both the abusers and the abstainers had mothers who were seen as being relatively cold and unresponsive, according to the study.

"When the psychological findings are considered as a set, it is difficult to escape the inference that experimenters are the psychologically healthiest subjects, healthier than either abstainers or frequent users," the study says.

The researchers, who stressed that they did not condone drug use, said they used the experimenters as their point of reference in the study because "some experimentation with marijuana cannot be considered deviant behavior for high-school seniors in this culture at this time."

"In a statistical sense," they said, "it is not trying marijuana that has become deviant."

Current drug-education efforts are "flawed," according to the report, because they focus on resisting peer pressure and not on the "psychological triad of alienation, impulsivity, and distress."

It suggests that more effective programs would concentrate less on "drug education" and more on improving parenting skills, enhancing self-esteem, and fostering better interpersonal relationships.

The U.S. Education Department challenged some of the study's major conclusions.

"We don't believe that you need to experiment with drugs to grow up in America," said Dick W. Hays, director of the department's drug-abuse-prevention oversight staff. "That shouldn't be part of your process."

Lack of Funds Halts Measles-Vaccination Program

By Ann Bradley

The federal government has run out of money to combat the current epidemic of measles, which has killed dozens of unvaccinated preschool-age children this year, according to federal officials.

Since January, 41 people have died of measles, according to the federal Centers for Disease Control, in one of the worst outbreaks of the disease in years. Most of the reported deaths were of unvaccinated children under age 5 who lived in urban areas.

However, the C.D.C., which funnels money to state and local health departments to pay for vaccinations, has allocated all of the $10 million budgeted this fiscal year for controlling the measles outbreak.

States and localities now must "identify their own resources" to immunize children, said Jeannie Laprebendere, a public-affairs specialist with the C.D.C.

In addition, President Bush's budget request for the fiscal year beginning Oct. 1 does not include more money specifically to combat the outbreak.

James Brown, a spokesman for the Public Health Service, said the C.D.C. requested more money for vaccinations to help fight the epidemic, but that the request did not make it into the President's final budget.

Last December, the C.D.C. recommended that children entering school receive a second dose of measles vaccine, which is first administered at age 15 months. *(See Education Week, Jan. 10, 1990.)*

At that time, Mr. Brown added, "the President's budget was set and ready to go."

Valerie Morelli, associate director of the Association of State and Territorial Health Officials, said many states face the same fiscal constraints as the federal government.

"Pushing this off on the states is not going to solve the problem," she said. States may be forced to be selective about which age groups of children are vaccinated first and which receive second doses, she added.

The Senate has passed a supplemental appropriations bill for this year that contains $12 million for emergency vaccine supplies and $23- million for second vaccinations, Ms. Morelli noted. That bill is now before a conference committee.

Cases On The Rise

So far this year, 51 percent more measles cases have been reported to the C.D.C. than during the same period last year. In 1989, 44 people died of measles—the largest number of measles deaths reported since 1972.

Outbreaks have been identified in 82 locations in 25 states. Twelve counties in California, and 61 counties in Texas, have reported outbreaks.

The worst outbreaks have occurred in Los Angeles; Fresno, Calif.; Dallas; and Chicago, according to the C.D.C.

Los Angeles has reported 3,500 cases since the epidemic began in October 1987, predominantly among unvaccinated black and Hispanic preschool-age children living in the central city, the C.D.C. reported.

The many "special clinics" held in the city in the past two years to reach high-risk populations have had no noticeable effect, the C.D.C. reported.

In Fresno, at least eight children of Hmong refugees have died of measles since December 1989.

The epidemic also has struck secondary-school students, college students, Amish communities in the Midwest, migrant workers, and Mexican immigrants, the C.D.C. reported.

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Television Decoder Touted as Reading-Instruction Aid

Bill Seeks To Extend Reach of Closed Captioning

By Debra Viadero

At least once a week, Milton Goldman uses a television and a closed-caption decoder to give his students at Alexander Hamilton High School a powerful reading lesson.

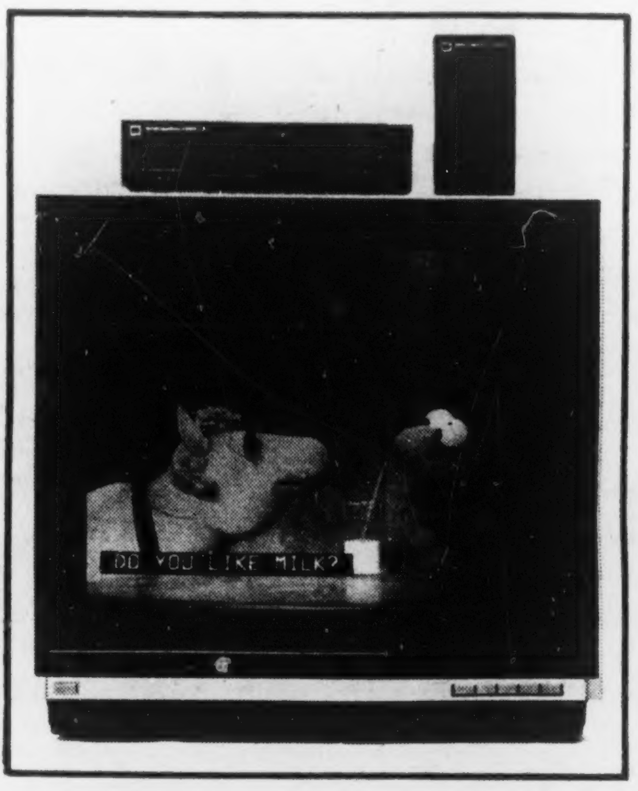
The Los Angeles reading teacher shows the students, all of whom have poor reading skills, a videotaped episode of "The Cosby Show" or another popular television comedy. Two or three minutes into the program, he turns off the sound, forcing the students to read the captions on the screen in order to follow the story.

"What I have found," said Mr. Goldman, "is that the students will watch the screen with more intensity than they ever will when they're reading a book."

Strategies like Mr. Goldman's are lending new weight this year to the national effort to give all television viewers the capability to watch closed-captioned programming in their own homes. Advocates say the closed-caption decoders, once seen primarily as a device for assisting deaf and hearing-impaired individuals, can also be a powerful educational tool for millions of others—including illiterate adults, young children who are learning to read, non-English-speaking immigrants, and remedial readers like the teenagers in Mr. Goldman's class.

The current focus for much of this national effort is S 1974, a bill that would require all new television sets with screens 13 inches or larger to have built-in decoder circuitry for displaying closed captions. Having languished for much of 1989, the measure is gaining momentum this year—in part, advocates say, due to

Continued on Page 27



National Captioning Institute Inc.

Closed-caption decoders have primarily been seen as a device for assisting deaf and hearing-impaired individuals.

'Open Market' of Schools Needed, New Book Argues

Authors Say Politics Is at Heart of Problem

By Lynn Olson

WASHINGTON—Politics is ruining America's public schools. At least, that is the conclusion of two political scientists in a book scheduled to be released here this week.

They advocate that states govern public schools more like private ones by creating a new system based on choice in which private schools would become eligible to compete for students.

According to John E. Chubb, a senior fellow at the Brookings Institution, and Terry M. Moe, a professor of political science at Stanford University, the political institutions that govern public education—namely, school boards, superintendents, and district offices—function naturally to increase bureaucracy, undermine school autonomy, and suppress student achievement.

Excerpts on pages 12-15

Until states replace these institutions with an entirely new system of governance—one in which schools compete for students in the open market—school reform is destined to fail, the authors contend.

"What we're trying to point out is that bureaucracy is not everywhere by accident," said Mr. Chubb in an interview. "Bureaucracy, and especially the almost byzantine and incredibly burdensome form of bureaucracy that we have in the big-city systems, is a product of politics. It's a product of the politics that you get when you set up a system where you want to have direct democratic control of the schools."

Under the authors' choice proposal, states would set minimal criteria for defining what constitutes a "public school."

Any group or organization that applied to the state and met those criteria—including

Continued on Page 12

E.D. Trying To Curb Judges' Authority in Appeals, Critics Say

By Julie A. Miller

WASHINGTON—Education Department officials are trying to limit the authority of the administrative law judges who hear appeals from state education agencies and school districts accused of using federal funds improperly, critics charge.

Though Administration officials declined to comment on the charge, arguments made by lawyers for the Education and Justice departments in legal proceedings appear to bolster the contention.

The Administration won a victory last week, when a federal district judge here dismissed a suit challenging the Education Department's assertion of authority over the administrative judges.

The judges were appointed last year, when the department began using a new appeals system created by the Congress in response to complaints that the old Education Appeal Board was a "rubber stamp" for the department's audit decisions.

The 1988 law, which was vigorously opposed by the department, also restricted the agency's ability to recover allegedly mis-

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Also in the news

5 **Game-Based Learning Kits**
Teachers will lead the multi-million-dollar marketing effort for a California firm's product.

23 **Reshuffling at N.S.F.**
A longtime leader in the agency's education efforts is out in a reorganization plan.

In Dade County, Company Gears Up To Help District Run a Public School

By Ann Bradley

MIAMI BEACH, FLA.—Students who enter the new South Pointe Elementary School here in the fall of 1991 will not see a teacher standing before neat rows of desks, ready to begin the day's lesson with stacks of freshly printed workbooks.

Instead, they will find carpeted classrooms with low tables, computer terminals, shelves of children's literature, and two teachers ready to help them begin an individualized plan of instruction.

They will be taught "the Tesseract way," following a method devised by Education Alternatives Inc., a private, for-profit company based in Minneapolis.

The Dade County, Fla., school board on June 27 is expected to approve a five-year contract that will allow the Minnesota firm to develop the educational program for the soon-to-be-built public school—and to train its principal and teachers.

The partnership will mark the first time that a public school system has entered into such an agreement with a private business.

John T. Golle, Education Alternatives' chairman and chief executive officer, called the arrangement a departure from the business community's tradition of offering educators advice, but not actively participating in finding better solutions.

"There are a lot of business people who are on the shore, shouting instructions to the crew," he said. "We are in the boat—we are the crew."

The foundation for the unusual relationship was laid last year, when the Dade County Public Schools announced its Sat-

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Interest in College Talent-Search Programs For Young Students Is Continuing To Grow

By Mark Walsh

This summer, thousands of bright, young students will flock to college campuses and crack the books.

At Johns Hopkins University and several satellite campuses, they will study ancient Greek, genetics, or "Fast-Paced Physics with Calculus."

At Duke University, they are signing up for Russian I, number theory, or "The Roman World."

And at the University of Denver, the offerings include introduction to robotics, neuropsychology, and fractal computer graphics.

While such classes would be challenging even to many college students, most of those enrolled will be middle-school students, ages 12 to 14, who have entered academic "talent searches"—programs that identify young students who could benefit from advanced studies.

Pioneered by Johns Hopkins some two decades ago, regional talent-search programs for pre-high-school students are now found at universities throughout the country. Although the programs are not officially linked, similar kinds of offerings are available at Duke, Denver, Arizona State University, and Northwestern University.

Many colleges offer summer programs for high-school students, and young people of various ages enroll in other academic activities during the summer break, from computer camps to a "National LawCamp" set to open in Miami Shores, Fla., in July.

But the talent-search programs are per-

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Participants in Johns Hopkins's program, which pioneered the idea of regional talent-search programs for young students.

IN SUMMARY

Taking on City Hall
In what is being called the first such arrangement of its kind in the nation, the Wichita, Kan., school district is establishing a magnet high school housed entirely in city hall. **Page 5.**

Freshman Slots Go Begging
The continuing decline in the number of 18-year-olds in the U.S. population is leading to an increasing number of unfilled freshman slots at colleges and universities next fall. **Page 6.**

Health and Learning
The American education and health-care systems must work more in concert to help students achieve their full learning potential, a group of health and education experts said last week. **Page 6.**

Cleveland Board Ends Dispute
The Cleveland school board ended months of public bickering by voting to buy out the remaining 14 months of embattled Superintendent Alfred D. Tutela's contract for $330,000. **Page 8.**

N.J. Finance-Plan Woes
Educators last week criticized Gov. James J. Florio's new school-finance proposal, but gave him credit for advancing a plan aimed at reducing the wide disparities in school spending. **Page 20.**

Learning-Disabled Unserved
Many high-school students with learning disabilities are in mainstreamed classes where they are failing courses and getting little or no extra help, a federal report concludes. **Page 23.**

Collective Bargaining Upheld
Teachers at schools run by the Department of Defense have the right to bargain collectively on salary issues, the U.S. Supreme Court said in a unanimous decision last week. **Page 24.**

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ACROSS THE NATION

STATES

Transitional Kindergarten Programs May Harm Students, Va. Report Says

Transitional programs designed to retain developmentally slow children in kindergarten an extra year may be doing more harm than good, a Virginia department of education study concludes.

A report released last month shows that children who were held back a year in a transitional program—often called "junior kindergarten"—scored about 20 points lower on cognitive tests than did children of the same sex, race, and socioeconomic status who attended regular kindergarten and who went on to 1st grade.

The report, based on data from 55 school districts throughout the state, also noted that extra-year programs enrolled a disproportionate percentage of boys, minorities, and children from low-income families.

The transitional 1st-grade program was designed to help slow-developing kindergartners by giving them extra time to catch up with their peers before entering the more academically rigorous 1st grade. Such programs proliferated in Virginia and other states throughout the 1980's.

Virginia education officials now say they are considering a new strategy to redesign kindergarten and primary-grade programs to make them less academic and more flexible so that slower-learning children can remain with their peers, according to Assistant Superintendent Callie Shingleton.

■ **The Kentucky Council on Higher Education has set goals for improving minority-student enrollment and faculty hiring at colleges and universities in the state.**

The higher-education board also threatened to impose sanctions on institutions that fail to improve their records of recruitment and retention of black students.

Enrollment of resident undergraduate black students at state colleges and universities fell from 3.7 percent of total enrollment in 1982 to 3.5 percent in 1989.

The council's plan, approved May 21, includes percentage goals to be reached by the 1994-95 school year. The council could refuse to approve new academic programs for schools that did not achieve their minority-enrollment or -hiring goals.

DISTRICTS

4 Schools in Detroit Archdiocese Closed; City Considers Shutting 16

John W. Porter, superintendent of the Detroit public schools, has recommended that 16 schools in the financially troubled district be closed.

The plan, which would require that more than 5,000 students be relocated, would result in a savings of $12.6 million next year, officials said. Fifteen of the schools recommended for closing are at or below 70 percent of their capacity.

The Detroit school board is scheduled to consider Dr. Porter's recommendation early this month.

Meanwhile, the Roman Catholic Archdiocese of Detroit has announced that it will close four schools at the end of the school year.

The archdiocese said low enrollment and insufficient funding led to the closing of St. David, St. Hyacinth, and Our Lady Queen of Heaven elementary schools and St. Hedwig High School.

St. Hyacinth was scheduled to be closed last year but was granted one year in which to seek more students. The school, which enrolled 415 students in 1983, had only 69 potential students for next year, a spokesman for the archdiocese said.

The closings will leave the city of Detroit with six Catholic high schools and 46 elementary schools. The archdiocese, which includes some suburban areas, has a total of 166 schools, officials said.

■ **A plan to transfer black students from Kansas City, Mo., schools to suburban districts at state expense has been upheld by a federal appeals court.**

A three-judge panel of the U.S. Court of Appeals for the Eighth Circuit ordered the plan in April.

By a 7-to-2 vote, the full circuit court last month denied an appeal by several suburban districts to overturn its order.

The interdistrict plan would allow up to 1,200 black students to transfer next year, and would gradually increase the ceiling to 6,000 students over the next five years.

A lawyer for the state of Missouri, which would be required to pay tuition and transportation costs for the students who transfer under the plan, said last week that the state does not plan to appeal the order.

But a lawyer for the suburban districts said "there's a strong possibility" they will ask the Supreme Court to review the case.

■ **New York schools would receive about $20 million less next year than this year in the city budget proposed by Mayor David N. Dinkins.**

In his $28-billion budget for the fiscal year that begins July 1, Mr. Dinkins unveiled several tax increases and service cuts to fend off an estimated $2-billion deficit.

For the city's school system, the $20-million cut "cannot be taken without hurting our classroom services," said Chancellor Joseph A. Fernandez. He will lobby to restore the cuts, a spokesman said.

A spokesman for the United Federation of Teachers said the union would also fight to restore the budget cuts. She added that she was pleased that the cuts "will not affect classrooms directly" and that they include no teacher layoffs.

The city council must still approve Mr. Dinkins's budget. Some of the new taxes would also have to be approved by the state legislature.

■ **A lawsuit alleging that the Rockland, Idaho, school district unconstitutionally allowed Mormon seminary classes and other religious activities in school has been settled out of court.**

Two families sued the district last year in federal court, alleging that school officials were violating the U.S. Constitution's prohibition against government establishment of religion. The lawsuit was backed by the American Civil Liberties Union.

The lawsuit charged that a school in the district had virtually become an arm of the Mormon Church, allowing on-campus "release time" seminary classes during school hours, prayer before athletic competitions, and the shifting of some school-sanctioned activities to the local Mormon church.

Under a consent decree approved last month by U.S. District Judge Edward Lodge in Boise, the district must stop all activities contrary to the First Amendment. The settlement includes an undisclosed sum for damages to the two non-Mormon families who brought the suit.

■ **A comprehensive anti-discrimination policy recently adopted by the Hardin County school board is being heralded by civil-rights activists as a model for other districts throughout Kentucky.**

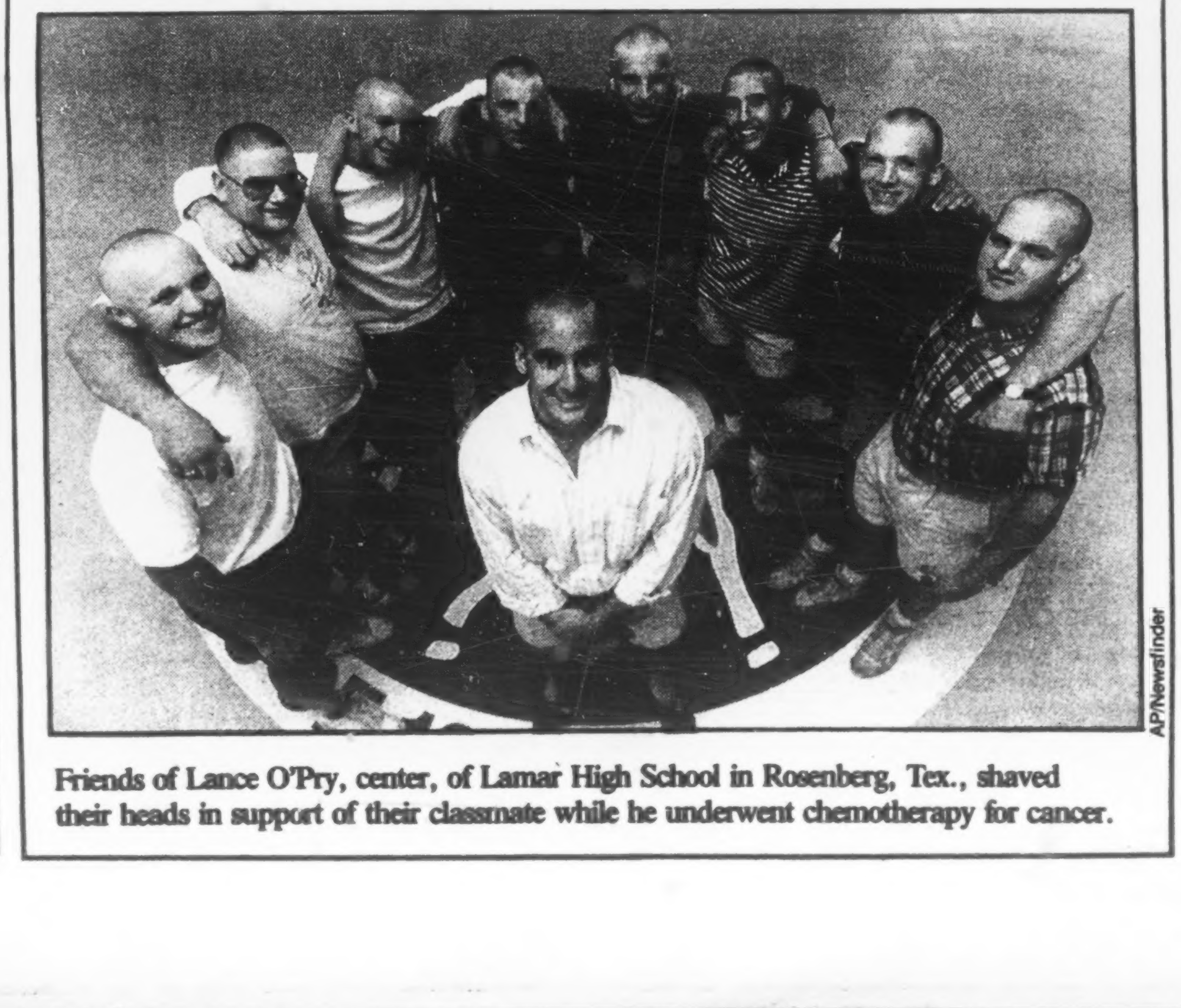
The new policy calls for annual anti-discrimination training programs for school employees and requires principals or the superintendent to investigate any complaints of discrimination.

Officials of the state chapter of the American Civil Liberties Union said they planned to send a copy of the new policy to every district in the state.

The district adopted the policy to comply with the terms of last month's settlement in U.S. District Court of a suit filed against school officials by a student.

A 16-year-old black student alleged in the suit that a white art teacher had twice told her to "stop acting black" during the 1988-89 school year, and then lowered her

A Close Encounter



AP/Newsfinder

Friends of Lance O'Pry, center, of Lamar High School in Rosenberg, Tex., shaved their heads in support of their classmate while he underwent chemotherapy for cancer.

grade to punish her for complaining to school officials. The U.S. Education Department's office for civil rights subsequently found the district in violation of the 1964 Civil Rights Act.

■ **Schools Chancellor Joseph A. Fernandez and the unions representing teachers and other school employees have reached a tentative agreement on a plan to test school workers for drug use in New York City.**

Under the agreement, which is on the agenda of the Board of Education's meeting this month, school employees could be tested for drug and alcohol use only if there was reasonable suspicion that their job performance was impaired.

School workers and the district also agreed that the first time employees tested positive for drug use, they would be given an opportunity to seek drug treatment. If they did not test positive for three years after seeking treatment, the original positive-test result would be removed from their files, the two sides agreed.

■ **The District of Columbia school board agreed late last month to close seven schools over the next three years, a decision that school officials estimate will save the district about $3 million to $4 million annually.**

School officials said the decision, which represents the first time since 1982 that the board considered closing several schools at once, was prompted by the declining enrollment in the city's public schools.

Superintendent of Schools Andrew E. Jenkins had proposed closing 12 schools, all of which are at least half-empty or dilapidated. Following a series of 10 community hearings on the closings, however, the board decided to pare the list to 7.

Four schools will close permanently this summer, two will close in June 1991, and one will close in June 1992. In the next few months, the board will consider 17 other schools Mr. Jenkins named for closing.

■ **Three teenage boys were arrested last week as suspects in a drive-by shooting at a Fort Worth, Tex., elementary school in which two children were wounded.**

Police said the suspects were not gang members, but were "just out for kicks."

The youths allegedly drove by Sunrise Elementary School during recess and fired a .22-caliber pistol into the crowd on the playground.

The two wounded students, whose names were not released, were in good condition last week.

Police have charged the suspects with delinquent conduct, which is the most serious charge juveniles can face in the state.

DIMENSIONS

Rural School Teachers

In 1987-88, the typical schoolteacher in rural America was a white woman with about 13 years of experience, according to a survey by the National Center for Education Statistics.

Over all, nearly 7 out of 10 teachers in rural areas that school year were women, according to the survey. The percentage was highest at the elementary level, where 87.2 percent of the public-school, and 90.5 percent of the private-school, teachers were women. In secondary schools, the faculties were about evenly divided between the sexes.

Nearly 93 percent of the teachers were white; in private schools, the figure was about 95 percent, the data show.

The overwhelming majority of teachers in rural schools that year had at least a bachelor's degree, the data show. Of teachers in private elementary schools, however, 12.4 percent had no degree, and 1.6 percent had only an associate's degree. The remainder had at least a bachelor's degree.

The data were obtained during the Schools and Staffing Survey conducted by the N.C.E.S. They include information on more than 12,000 teachers in schools defined by their administrators as being in rural or farming communities or on American Indian reservations.

More information is available from Joyce D. Stern, Programs for the Improvement of Practice, Office of Educational Research and Improvement, U.S. Department of Education, 555 New Jersey Ave., N.W., Washington, D.C. 20208-5651.

Characteristics of Rural Teachers, 1987-88

		Public		Private	
Characteristic	Total %	Elementary	Secondary	Elementary	Secondary
Sex					
Male	30.0	12.2	48.1	9.5	49.1
Femele	69.5	87.2	51.5	90.5	50.4
Not reported	0.4	0.6	0.4	0.0	0.5
Race					
Indian, Eskimo	1.3	1.2	1.3	1.8	—*
Asian	0.4	0.4	0.4	—*	0
Black	4.2	4.5	4.2	1.3	—*
White	92.9	92.7	92.9	95.0	[illegible]
Not reported	1.2	1.2	1.2	1.8	3.8
Ethnic origin					
Hispanic	1.4	1.5	1.3	1.2	1.5
Non-Hispanic	96.5	96.7	96.9	96.7	94.0
Not reported	2.1	2.3	1.8	2.2	4.5

Source: National Center for Educational Statistics

* Too few cases for a reliable estimate

PEOPLE

■ **Derek Bok**, the president of Harvard University for two decades, has announced that he will step down next year.

The 60-year-old Mr. Bok said his departure was timed to coincide with the beginning of a new capital-improvements fund-raising campaign. The university is also searching for a new dean of the faculty to replace Michael Spence, who recently left for Stanford University. Mr. Bok said his replacement should appoint Mr. Spence's successor.

Mr. Bok is credited with leading the drive to enlarge the endowment of the 354-year-old university and with introducing a new core curriculum for undergraduates.

■ **Gloria Chernay** has been named executive director of the Association of Teacher Educators.

Ms. Chernay, currently director of constituent services for the Council on Postsecondary Accreditation, will assume her new responsibilities on Sept. 1.

The A.T.E. represents teacher educators at approximately 650 colleges and universities and in some 500 school systems across the country.

■ The Committee for Economic Development, a 250-member nonprofit research and education organization, has named **Sol Hurwitz** its new president.

Mr. Hurwitz has been affiliated with the C.E.D. since 1966 and most recently served as its senior vice president. He succeeds Robert C. Holland, who is retiring from the position after 14 years.

Lessons From Space

Space, the final . . . classroom?

The space shuttle Columbia, scheduled to lift off from Cape Canaveral, Fla., this week, will introduce a new twist to the usual middle-school science class—the first science lesson beamed from outer space.

As part of a pilot program created by the education office of the National Aeronautics and Space Administration, the space shuttle's crew will translate the fruits of its mission into a lesson plan for Earth-bound science students.

The lesson plan for "Space Classroom, Assignment: The Stars" grows out of the crew's regular duties on the mission, dubbed "Astro 1."

During the nine-day flight—now delayed several times by technical difficulties—the seven-member shuttle crew will use specially designed telescopes on board the craft to take ultraviolet and X-ray measurements of more than 200 galactic nuclei, quasars, and other celestial objects.

Barring complications, five days into the flight two crew members, Ronald A. Parise and Robert A. R. Parker, will conduct a 20-minute live lecture and demonstration on the electromagnetic spectrum from the cabin of the Columbia.

The on-board demonstration will be followed by a second lecture given by crew members to students gathered at NASA's Marshall Space Flight Center in Huntsville, Ala. Then the students at Marshall, along with others gathered at the Goddard Space Flight Center in Greenbelt, Md., will have an opportunity to pose questions directly to the Columbia shuttle crew.

The lesson, slated to be carried live on NASA's television system and some cable-television systems, will later be packaged in video format for classroom use.

This first installment of "Space Classroom," one of 160 programs conducted by the NASA education office, has received widespread attention from educators, says Terri Sindelar, a spokesman for the education office. More than 10,000 teacher guides have been distributed nationwide, she says.

If this mission is rated a success, inquisitive students can probably look forward to future stellar performances from the Columbia crew, Ms. Sindelar says. —S.K.G.

UPDATE

■ **Nearly 9 percent of 1st-grade students in Chicago public schools were forced to repeat the grade last year, and in some schools, the retention rate for 1st graders was more than 20 percent,** according to a new study.

The study, "June 1989 Grade Retention in Chicago Public Elementary Schools," was conducted by the Chicago Panel on Public School Policy and Finance, a coalition of civic organizations that monitors education. The school district currently is re-evaluating its promotion policy as part of a systemwide reform effort mandated by the state legislature. *(See Education Week, May 16, 1990.)*

The study found that the citywide retention rate for grades K-8 was 4.3 percent for the year ending last June.

The percentage of students retained, however, varied enormously by grade level, the study found. A higher percentage of students in grade 1 were retained than in any other grade, the study said, while only 0.9 percent of kindergarten students were held back.

Retention rates also varied widely from school to school, the study found. Of the 434 schools with 1st grades, 23 retained 20 percent or more of their 1st-grade students; one school retained more than half of its 1st graders. Another 61 schools, however, retained none of their 1st-grade students.

The study found a number of characteristics that correlated with a school's retention rate. The higher a school's attendance rate, the lower the retention rate, the study found. Also, schools with a higher percentage of low-income students had higher retention rates.

John Q. Easton, research director for the coalition, said he hopes that the Chicago board of education and the new local school councils will review the report in developing new retention policies.

■ **The U.S. Justice Department has begun a criminal investigation of whether Virginia dairies are using anti-competitive practices to make greater profits on school and government contracts.**

The federal probe is the second major inquiry into milk contracts in the state. It was requested by Mary Sue Terry, Virginia's attorney general, whose office is conducting a civil investigation of the milk contracts of the state's 133 school districts.

Similar probes have led to convictions of dairy executives in Florida, Georgia, and Kentucky. *(See Education Week, Feb. 28, 1990.)*

■ **The DeKalb County, Ga., chapter of the National Association for the Advancement of Colored People has asked a federal court to allow it to join the plaintiffs in a 22-year-old desegregation suit.**

The N.A.A.C.P. chapter has long advised the plaintiffs, but last month's action is its first official attempt to enter the case.

The group's officials said the move was prompted by a new magnet-school plan that the district has proposed for next fall. The group views the plan as inadequate to meet the needs of minority students.

The DeKalb system has been under federal court order since 1969. Last October, a federal appeals court ruled that the system must consider further steps, including mandatory busing, to desegregate its schools. *(See Education Week, Oct. 25, 1989.)*

EDUCATION WEEK

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Justice Argument Signals Key Shift On Desegregation

Bush, Reagan Officials Differ on Okla. Case

By William Snider

WASHINGTON—In a move that provides the first clear indication that the Bush Administration's stance on school desegregation differs sharply from that of the Reagan Administration, the Justice Department has reversed itself on a key issue in the Oklahoma City, Okla., school-desegregation case.

In papers filed this month with the U.S. Supreme Court, which agreed in April to review the case, lawyers for the department have dropped their previous contention that the district has fully remedied the unlawful segregation that existed before 1972, when a court-ordered desegregation plan was implemented.

Instead, the department is asking the High Court to remand the case to the U.S. Court of Appeals for the 10th Circuit for further findings on the question of whether the district is "unitary," or legally desegregated.

A former Justice Department employee

Continued on Page 23

11 Cities and States At Lead of Reforms Join in New Alliance

By Lynn Olson

Eleven cities and states that have taken the lead in promoting radical plans for reorganizing their schools have formed a new National Alliance for Restructuring Education.

The Pew Charitable Trusts last week agreed to provide a three-year, $3-million "challenge" grant for the endeavor, which is a program of the National Center on Education and the Economy. The grant requires the consortium to raise an additional $3 million in matching funds, half of which must come from state and local sources.

The Melville Corporation of Rye, N.Y., already has pledged $1 million in support.

The consortium is designed to help the sites consolidate the gains they have made and begin a concerted effort to develop the tools and technical assistance they will need to move forward.

Continued on Page 11

silly
interesting

Photo Press

Lee Johnson, a counselor at Enterprise Elementary School in Prince William County, Va., works with students on a game designed to promote their self-image.

Counselors in Elementary Schools: Children's 'Prevention Specialists'

By Deborah L. Cohen

WOODBRIDGE, VA.—In a classroom at the Enterprise Elementary School here, six 4th graders are engaged in an unusual bingo game. Instead of letters or numbers, the blocks on their boards bear words that connote a positive self-image, such as "proud," "important," "relaxed," and "secure."

The children, participants in a group-counseling session on self-concept, drew up the list of bingo words to combat what their school counselor, Lee Johnson, calls "junk thoughts": defeatist feelings that are either self-generated or prompted by others.

Examples the children cite include "I can't do this test," "I'm not interesting," and "I'm stupid."

"What do you do when someone gives you a junk thought?" Ms. Johnson queries her charges.

"Don't accept it," pipes up one child.

"Think it's opposite day," offers another.

Such responses get high marks from elementary-school counselors, teachers, principals, and parents, who say they may help children head off academic as well as emotional and social problems in later years.

The counseling session at this Prince

Continued on Page 14

States Are Looking to Paraprofessionals As Promising Source of Minority Teachers

By Ann Bradley

The numbers in Connecticut, as in many other states, are discouraging: 25 percent of the students are members of minority groups, while only 6 percent of the teachers are.

But the Connecticut legislature, spurred by projections that the gap will continue to widen, has created a new program to address the problem. The state is now helping paraprofessionals in urban schools become teachers.

The Teaching Opportunities for Paraprofessionals, or TOP, program is thought to be the first state-led initiative to offer classroom aides, many of whom are members of minority groups, the chance to become certified teachers.

But in other states, policymakers, as well as school leaders and teacher educators, are turning their attention to the nation's pool of 500,000 paraprofessionals as a promising source of bilingual and minority teachers.

The concept itself is not new—a federal initiative in the 1970's helped some 20,000 classroom aides become teachers. But when the Career Opportunities Program ended in 1977, its methods were "never institu-

Continued on Page 17

Plan Offered for Raising Youths' Workforce Skills

Panel Would Require Certificate for Training

By Lynn Olson

A comprehensive strategy to be unveiled this week for upgrading the skills of America's "front line" workers would require every teenager to earn a national certificate around age 16 to qualify for employment or further education and training.

The report by the National Commission on the Skills of the American Work Force warns that the country is headed toward an "economic cliff," in part because of shortcomings in its labor force. Its far-reaching set of recommendations for remedying the situation includes:

- Combining the last two years of high school with a new system of technical and professional training for non-college-bound youths;
- Creating a network of "youth centers" to provide alternative education for all 14- to 21-year-olds who have dropped out of school;
- Providing all Americans four years of publicly financed education and training beyond the initial certificate; and
- Requiring all employers, including schools, to allocate a minimum amount of funds each year to send their workers through certified employment and training programs.

The report, "America's Choice: High Skills or Low Wages," was scheduled to be released this week at a press conference in New York City.

It is based on an eight-month study of economic and human-resources policies in the United States and in six foreign countries: Denmark, Germany, Ireland, Japan, Singapore, and Sweden.

"A dozen nations now pay wages above ours," it notes. "Our distribution of income is more skewed than any of our major competitors, and our poverty rate is much higher."

Unless the nation redesigns its businesses to become more productive—by putting more authority in the hands of workers and substantially improving their education and training—"we may all slide into relative poverty together," the report asserts.

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Also in the news

5 **New Voices for 'Choice'**
A Washington forum proves its backing extends beyond the politically conservative.

7 **National Goals Update**
Since the summit, competing events and unresolved items have slowed progress.

18 **'Learnfare' Expansion**
Wisconsin is poised to consider including elementary pupils in its controversial program.

Publication Schedule

With this issue, *Education Week* begins its summer publishing break. The next issue will be dated Aug. 1.

The display-advertising deadline for the August issue is Friday, July 20. The Marketplace deadline is Monday, July 23.

Weekly publication will resume with the Sept. 5 issue, which will include the Index to Volume IX and the 1990-91 Calendar of Events.

IN SUMMARY

Desegregation Suit Dismissed
A judge has ruled that the federal government and black plaintiffs failed to prove that the unusual structure of the Charleston, S.C., school district violates the rights of black students. **Page 4.**

Path to Site-Based Management
The Philadelphia school district and the Philadelphia Federation of Teachers last week released new guidelines for schools to follow in moving toward site-based management. **Page 5.**

Children's Express at 15
The news service run by school-age journalists celebrated its 15th anniversary last week with a symposium that focused on the need for more media coverage of children's issues. **Page 6.**

Landmark Reform Shelved
Georgia's "performance-based" teacher-certification system, one of the first to require teachers to demonstrate their skills in an actual classroom, came to an end last week. **Page 18**

At Loggerheads in Michigan
In the latest chapter in the state's long-running school-finance debate, the Senate last week rejected a plan to increase education funding by $1.7 billion over the next five years. **Page 19.**

Teacher Bill Advances
The Senate education subcommittee last week approved with no debate legislation to create a wide range of programs aimed at improving teacher recruitment and training. **Page 20.**

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ACROSS THE NATION

NATIONAL

Private Schools Report 8% Boost In Voluntary Donations for 1989

Private, independent elementary and secondary schools received an average of 8 percent more in voluntary giving in 1988-89 than the previous year, according to a survey by the Council for Aid to Education.

The 516 schools that responded with full information to the survey reported a total of $448.7 million in voluntary support for last year, with each school receiving an average of $869,580.

In 1987, the schools reported an average of $864,461, but that figure was skewed by two large bequests totaling $32 million from the estate of George Woodward. When those bequests are excluded, the increase is 8 percent, the survey says.

Day elementary schools received the lowest amount of support, and boarding and boarding/day schools received the most, according to the survey.

Phillips Exeter Academy in New Hampshire reported the most voluntary support ($12,157,075), and the Culver Academies in Indiana reported the most corporate support ($3,231,913). Phillips Academy in Massachusetts reported the largest endowment ($175,927,626).

Support from alumni, which fell sharply the previous year, was up 13.8 percent last year, the survey reported. Gifts from corporations, religious organizations, and miscellaneous organizations were up markedly, the survey said, while foundation grants fell an average of 11.9 percent.

Copies of the survey, "Voluntary Support of Education, 1988-89," will be available later this month for $50 each, prepaid, from the Council for Aid to Education, 51 Madison Ave., Suite 2200, New York, N.Y. 10010.

■ **Nineteen national educational and advocacy organizations have joined to lobby for comprehensive sex education for all students by the year 2000.**

The National Coalition to Support Sexuality Education, which was formed by the Sex Information Council of the United States, includes groups that represent school administrators, physicians, teachers, counselors, and reproductive-health advocates.

The new coalition plans to press for sex education at the national and state levels, to develop strategies to help local officials implement sex-education programs, and to counteract the efforts of groups that oppose sex education.

STATES

Fla. Bank Official Indicted in $35-Million Student-Loan Swindle

The former head of student loans for one of the nation's largest student-aid lenders pleaded guilty last week to federal theft and fraud charges for his alleged role in submitting $35 million in false default claims.

A Tampa grand jury indicted Jeffrey A. Flatten, 38, of St. Petersburg, Fla., on June 6 on charges of making false claims, committing mail fraud, and stealing government funds. Mr. Flatten was head of Florida Federal Savings Bank's student-loan division and had been promoted to vice president during the year in which prosecutors allege he and other bank officers and employees submitted 17,000 falsified insurance claims on Guaranteed Student Loans backed by the U.S. Education Department.

The indictment says Florida Federal, at the time the nation's third-largest G.S.L. lender, sought default payments on the bad loans without first trying to collect on the low-interest college loans. Prosecutors say the bank made at least $18 million on the claims.

Mr. Flatten's indictment follows the May convictions of two other Florida Federal employees and the bank itself on similar charges. Sentencing in that case is set for June 27.

■ **The Texas Board of Education has approved a program to reward schools that retain at-risk students or improve students' academic performance.**

The new policy, approved June 9, allocates nearly $10 million in two categories.

Schools that improve students' academic performance, as determined largely by standardized-test scores, will be eligible for rewards of $10,000 to $100,000.

Separate funds will be awarded to schools with a high proportion of at-risk students. Schools with programs that improve the performance or attendance of at-risk students will be eligible for awards ranging from $5,000 to $50,000.

The top 10 percent of schools in each group will receive the awards. A Governor's education task force originally recommended the program.

■ **A state-level education committee in Kentucky has rejected a plea by a Governor's task force to install extra emergency exits on school buses.**

The Kentucky Minimum Specifications for School Buses Committee voted overwhelmingly—46 to 4—against recommending to the state board of education that buses throughout the state be revamped to include the extra door.

The four members of the committee who voted in support of the proposal are all members of the Governor's Task Force on School Bus Safety, which urged in a report earlier this year that the new exits be installed to make the buses safer.

The task force was created in 1988 after a school bus carrying a church group in Carroll County crashed, killing 27. In that accident, many of the children died because they were trapped in the back of the bus and could not escape before the bus caught fire.

According to a spokesman for Milo Bryant, state transportation secretary and a member of the committee, group members who voted against the plan were swayed by several bus manufacturers who testified that the extra exits would weaken the overall bus structure.

But bus manufacturers who had testified before the Governor's task force earlier had argued that the extra door would not weaken the buses' structure.

At the meeting earlier this month, Mr. Bryant said he would petition the state board of education to reconsider the plans. If it refuses, he said, he will seek support from the state legislature.

The Electronic Yearbook

While the yearbook staff at South Eugene (Ore.) High School assembles the photographs, advertisements, and layouts for the print version of the school's annual, a separate staff is hoarding electronic images, collecting sound bites, and videotaping school events to compile an electronic counterpart to the high-school standby.

Using about $30,000 worth of donated computers, software, and cameras, 14 students are preparing the *Electronic Eugenean,* which school officials say will be the first yearbook ever pressed onto a compact disk.

The project is a novel use of CD-ROM—or compact disk-read only memory—a technology that is similar to the process used to produce audio CD recordings.

Computer makers tout CD-ROM as an infinitely more flexible medium for storing data than the ubiquitous floppy disk. Not only does each compact disk have approximately 1,000 times the storage capacity of a floppy, but the compact disk also can be used to store still and video images as well as text.

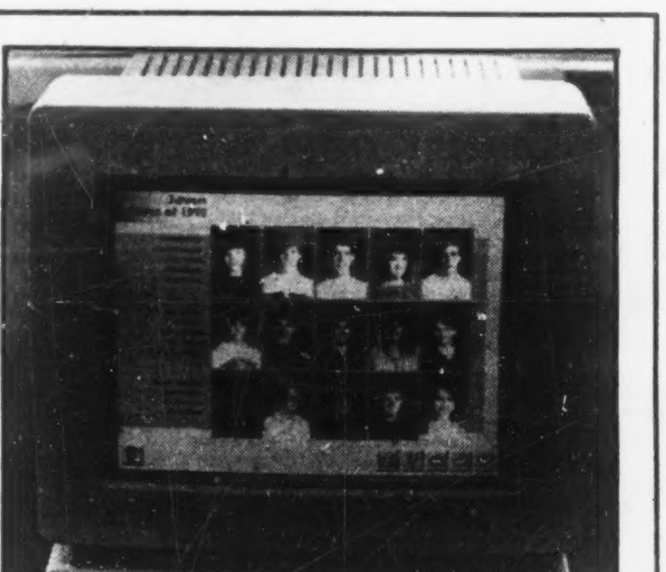
Thomas G. Layton, the school's computer specialist and the adviser for the electronic yearbook project, says he proposed the idea to major computer and electronics firms late last year, hoping to capitalize on their efforts to market "multimedia" technology, in which computers integrate sound, video, and text into a single presentation.

Mr. Layton persuaded Apple Computer Inc., Canon Inc., and Jostens Learning Corporation to back the project by arguing that "what people need is a familiar icon to introduce them to multimedia."

But tradition will not be discarded immediately—the CD-ROM version will be inserted in a pocket in the back of the print version.

And some audio material will be pressed onto the disk so that it can be played on an ordinary compact-disk player.

Those decisions were made largely because the fledgling CD-ROM technology is so scarce and expensive. Currently, the equipment and software needed to view the disk costs about $5,000.



Even with computer technology, class photographs have a familiar look.

But, Mr. Layton says, his students are producing the *Electronic Eugenean* with an eye to the future.

"Our idea is that five years from now it'll take $1,500 worth of equipment," he says. "And that's about the time that these kids will want to take a trip down memory lane." —P.W.

DISTRICTS

Boston's Mayor Flynn Intervenes In Search for New Superintendent

Mayor Raymond Flynn of Boston has offered to help the divided Boston School Committee with its fitful search for a new superintendent.

The search for a successor to Laval S. Wilson, who was fired in February, has been hampered by charges of racial insensitivity and by controversy over a decision by the school committee's president, Daniel Burke, to name Peggy Davis-Mullens, who is white, to head the 29-member search committee.

The search committee is made up of the 13 members of the school committee and 16 representatives of community organizations; 12 of the 29 members are either black, Hispanic, or Asian.

Stephen Holt, a school-committee member, recently gave his seat on the search committee to Louis Elisa, president of the Boston branch of the National Association for the Advancement of Colored People, but the gesture did little to soothe the controversy.

The mayor proposed organizing a seven-member panel to recruit a new superintendent and make recommendations to the search committee, which would interview the candidates. The school committee would make the final decision.

An adviser to Mayor Flynn said last week that the proposal is under consideration.

■ **A federal appeals court has ruled that several commercial photography studios in the Norfolk, Va., area cannot collect damages from two national corporations they had accused in a federal antitrust suit of monopolizing the local market for yearbook photographs.**

The local studios had accused Olan Mills Inc., of Chattanooga, Tenn., and Kinder-Care Inc., of Montgomery, Ala., of fixing prices in obtaining the contracts to take group photographs for the yearbooks of 22 Norfolk-area high schools.

The studios further alleged that Olan Mills and Kinder-Care engaged in commercial bribery by returning 20 percent to 50 percent of their profits from the sales of students' optional individual portraits to the schools.

In exchange for the donations, the suit said, the companies were designated as the "official" school photographers in letters sent home to parents.

The U.S. Court of Appeals for the Fourth Circuit last month upheld a lower-court ruling dismissing the claims, saying that there was insufficient evidence to show that the companies had engaged in price-fixing.

In rejecting the allegation of commercial bribery, the appeals court said the schools had made it "abundantly clear" to students that their decision to buy the portraits was optional.

■ **A former teacher for the Bureau of Indian Affairs, whose conviction on numerous counts of sexual misconduct involving teenage boys in a Navajo reservation school was overturned last year by a federal appeals court, has been convicted on three lesser counts of sexual misconduct.**

J. D. Todd, 49, a former teacher at the Lower Greasewood Boarding School, was convicted in 1988 on 13 counts of molesting seven Navajo boys and sentenced to 99 years in prison.

The U.S. Court of Appeals for the Ninth Circuit, which questioned the testimony of the alleged victims, overturned the conviction, but Mr. Todd was indicted again in March on 12 counts of sexual misconduct that allegedly occurred between August 1986 and May 1987.

Six of those counts were dismissed by the judge during the most recent trial, but a jury earlier this month found Mr. Todd guilty on three of the remaining incidents.

U.S. District Judge Roger Strand is expected to pass sentence on Mr. Todd in August.

■ **Cleveland school officials have announced plans to lower standards for promoting high-school students,** despite complaints from the teachers' union that the move is an attempt to cover up high retention rates.

District Superintendent Frank J. Huml sent a directive to school principals earlier this month saying that 9th-grade students must only earn three Carnegie units, rather than four, to be promoted to the 10th grade.

In addition, 10th-grade students, who previously needed nine units to be promoted, now only need seven. Students still need 18 units to graduate.

The changes were aimed at motivating students and keeping them in school, according to a district spokesman.

But Richard A. DeColibus, president of the Cleveland Teachers Union, charged that the new requirements were an attempt to cover up high secondary-school failure rates.

Last year, about 14 percent of the 72,000 students in the district were not promoted—most of them at the high-school level. That figure is expected to decrease dramatically with the new standards.

■ **The superintendent of the Milwaukee public schools has ordered a freeze for 120 days on all major purchases of technology and has barred employees from attending events paid for by computer manufacturers.**

The orders from Robert S. Peterkin and John J. Peterburs, the district's business manager, come in the wake of controversy over a visit several district officials made to the educational division of the International Business Machines Corporation in Atlanta. The computer firm paid the officials' expenses during the visit, which was conducted to display I.B.M. computer systems for schools.

The district currently does not have a formal policy to guide employees in their dealings with potential vendors.

At its meeting this month, the school board is scheduled to consider a code of ethics that would restrict the amount of gratuities and limit the amount of paid travel and other gifts employees may accept from firms that seek to do business with the district.

■ **School officials in a suburb of Boston have decided to reopen an elementary school that was cleaned up after teachers and parents voiced concern about the presence of a carcinogenic chemical in the air.**

The Needham School Committee voted this month to reopen Hillsdale Elementary School this fall. Since January, the 430-pupil, K-6 school has been closed in order to remove the chemical trichloroethylene (TCE), which was found in water under the building and was present in the school's air.

State officials believe the chemical, which can damage skin and has caused cancer in laboratory animals, traveled downhill to the school in drainage from a nearby company.

■ **Kentucky school-board officials have asked Boyd County's prosecutor to investigate inaccurate class-size reports that last month drew a reprimand for the county's school superintendent.**

The state's Board for Elementary and Secondary Education contacted Jerry Vincent, Boyd County's attorney, late last month after voting to reprimand Superintendent Delmis Donta for failing to notify the state of overcrowded classrooms in his district. Mr. Vincent has not reported any action in the case.

Gary Bale, a lawyer for the state board, said Donta signed a one-page compliance statement in September without indicating any problems with class sizes. Districts with crowded classrooms can ask the state to suspend the limits. State investigators reported violations in several Boyd County kindergarten, elementary, and junior-high school classrooms in February, and Mr. Bale said the problem was resolved by reassigning teachers and aides in March.

The state board declined to penalize the district for the incident, saying that withholding district funds would only make a bad situation worse. Instead, Mr. Donta was reprimanded, and the state will monitor class sizes and conduct regular administrative audits over the next three years.

DIMENSIONS

Science Teachers

While the overwhelming majority of science teachers in public secondary schools in 1987-88 had majored in or were certified to teach their specialty, striking differences existed in the various specialties, according to data compiled by the National Center for Education Statistics.

The data, which come from the Schools and Staffing Survey conducted by the N.C.E.S., show, for example, that 61 percent of biology teachers that year had both majored in, and were certified to teach in, that field. In contrast, only 47 percent of chemistry teachers, 26.5 percent of physics teachers, and 17.4 percent of Earth science/geology teachers held both majors and certifications in their specialties.

The report notes, however, that almost all science teachers at the secondary level had been certified in their field; the proportions ranged from 92 percent in Earth science/geology to 99 percent in physics. The high rate of certification, given the relatively low rate of majoring in these specialties, may reflect a high rate of in-service or post-graduate training in these fields, the survey says.

The same was true of computer-science teachers. Considering both elementary and secondary teachers in this specialty, only 20.2 percent had majored in and were certified in computer science, 14.5 percent had majored but were not certified, 43.2 percent were certified but had no major, and 22.3 percent had neither a major nor a certification in the field.

More information on the report is available from Sharon A. Bobbitt, Elementary and Secondary Education Statistics Division, National Center for Education Statistics, U.S. Department of Education, 555 New Jersey Ave., N.W., Washington, D.C. 20208-5651.

Qualification of Public Secondary-School Science Teachers, by Primary Assignment Field

Primary assignment field	Majored and certified	Majored, but not certified	No major, but certified	No major, not certified
Total of selected fields	46.8%	0.4%	50.1%	2.8%
Biology	61.0	0.4	37.2	1.3
Chemistry	47.0	--	50.2	2.5
Physics	26.5	--	72.2	--
Earth science/geology	17.4	--	74.7	7.4

-- Too few cases for a reliable estimate.

Source: National Center for Education Statistics, Schools and Staffing Survey, 1987-88.

UPDATE

■ **Two top District of Columbia school officials have been demoted in the wake of an internal audit that revealed they were involved in concealing from the city council data that showed a sharp drop in enrollment.**

Arthur G. Hawkins, a deputy superintendent, and David Huie, chief of research, were reassigned to other jobs in the system after *The Washington Post* published a the results of a confidential report alleging that the men had been involved in withholding from the city council a figure showing that the district's enrollment was about 6,500 students less than previously reported. The published account was confirmed last week by a district spokesman.

Superintendent Andrew E. Jenkins said he had not directed Mr. Hawkins to delete the figure and did not know why it was omitted. He described the audit—which criticizes school officials for improperly calculating enrollment figures for the last four years—as credible.

The auditors said the system's enrollment dropped an average of about 2,000 students a year during the past decade, to about 81,300 students, but school officials in recent years have stated publicly that the enrollment was stable and that the system's budget needed to be increased.

In March the District of Columbia city council drastically cut a proposed 1991 budget increase for the schools, in part because of the confusion over the enrollment figures. *(See Education Week, March 28, 1990.)*

■ **Whittle Communications' "Channel One," the controversial advertiser-supported news show for high-school students, has ended the school year with a total of 4,000 subscriber schools,** the company has announced.

The 12-minute daily program, which premiered March 5, is halfway toward its goal of signing up 8,000 schools nationwide, Whittle officials said. *(See Education Week, Feb. 21, 1990.)*

Whittle said the number of schools signed up by June 8 represents more than 3 million students in 44 states.

The program has been banned by state education officials in California and New York and its use has been restricted in other states. Officials in Pennsylvania and Louisiana have recently questioned the legality of showing the program, while the superintendent of the Chicago public-school system has refused to allow schools to pre-empt class time for "Channel One."

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Plans for Choice, Regulatory Relief Passed by House

Compromise Ends Rift Over Omnibus Bill

By Julie A. Miller

WASHINGTON—The House has approved a wide-ranging education bill that includes what would be the first direct federal grant program for open-enrollment experiments and a plan to free some school districts from many restrictions on the use of federal aid in exchange for "performance agreements."

The House accepted the open-enrollment and "deregulation" proposals unanimously July 20, as part of a block of amendments negotiated by the leadership of the Education and Labor Committee. Subsequently, it passed the omnibus bill, H R 5115, by a vote of 350 to 25.

The bulk of the bill consists of a compromise plan introduced in late June by the committee leadership, ending an unusual partisan squabble over education initiatives proposed by President Bush. *(See Education Week, June 20, 1990.)*

The committee compromise, which is structured around education goals approved by Mr. Bush and the National Governors' Association in February, included modified versions of such Bush initiatives as "merit schools," awards for outstanding teachers, and grants for alternative-certification programs.

In addition, it contained Democratic proposals for new teacher-training and literacy programs, a grant program for research on innovative testing methods, and calls for increased funding for many existing programs.

As the bill headed to the House floor, nine lawmakers submitted amendments, including the deregulation and open-enrollment proposals and a G.O.P. substitute that would have sliced the bill's funding levels.

Seeking bargaining chips for negotiations over the controversial amendments,

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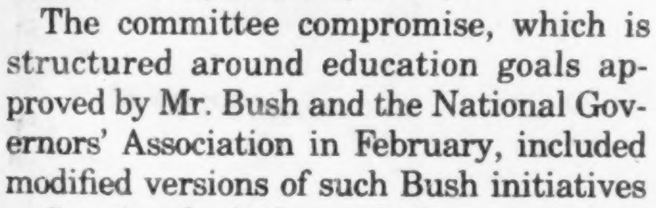
Parents as Partners:

Reaching Out to Families To Help Students Learn



Bert Sea

Part 3 of a special series on parental involvement in education begins on page 23.

A Union-Building Lesson for Polish Teachers

A.F.T. Training Solidarity Group

By Ann Bradley

ROZALIN, Poland—At what was once a training center for promising young members of the Communist Party elite, a small band of activists from the group known as Teachers' Solidarity has come together with colleagues from the United States to learn how to build a democratic trade union.

The irony of the location is not lost on the 19 Polish teachers present. Many of them suffered harshly at the hands of the Communists during the state of martial law that existed in the 1980's. In large measure, it is the mentality once nurtured here they will be battling when they leave this hamlet outside of Warsaw.

"When we first arrived, the cooks were astonished that we weren't drinking every night [as the Communists had done]," said Ewa Schramm, an English teacher from Lomza participating in the training.

Far from indulging themselves, the teachers who met here

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Ann Bradley/Education Week

Teachers' Solidarity members sharing views during one of many sessions on creating a more effective organization.

Shanker Remarks Renew Possibility Of Merger of Two Teachers' Unions

By Ann Bradley and Karen Diegmueller

Remarks made by the president of the American Federation of Teachers have raised anew the possibility of an eventual merger of the union and its larger rival, the National Education Association.

"I am happy to report that, over the last year, our relationships with the N.E.A. have become significantly better," Albert Shanker told delegates to the A.F.T.'s convention in July. "I hope when we [the A.F.T.] meet two years from now, there is a positive report on a whole bunch of things we've done to bring us closer together."

Mr. Shanker told the members gathered in Boston that he has had "two good meetings" with Keith B. Geiger, who was elected president of the N.E.A. a year ago, to discuss issues that concern both unions.

"This is not an indication," the A.F.T. chief stressed, "that there's a piece of paper in my pocket that we ought to sign."

But he noted that the A.F.T. has long promoted "the idea that there ought to be one united teachers' union in this country."

Reacting to those comments, Mr. Geiger acknowledged that the two union leaders have established "an ongoing dialogue" and have agreed to work together on educational issues.

Merger is "not one of my priorities now," Mr. Geiger said during a press conference at the N.E.A.'s convention in Kansas City, Mo. But he did not explicitly reject the possibility, as N.E.A. leaders have in the past.

Although both presidents emphasized that no formal talks on a merger are being conducted, Mr. Shanker's decision to broach the subject in his address to the 3,000 A.F.T. delegates was seen as significant, given his cordial working relationship with Mr. Geiger.

An organization combining the N.E.A.—

Continued on Page 21

Military, Educators Join Forces To Recruit Newly Demobilized Officers Into Teaching

By Karen Diegmueller

A joint teacher-recruitment venture by the military and the Florida Department of Education could be the first of a new series of such projects spurred by impending reductions in U.S. troop levels.

Florida education officials and the U.S. Army in July agreed tentatively to cooperate in the program, under which the Army will alert personnel being released from active duty to the opportunities for teaching careers in the state. Final approval is expected this month.

The initial focus, organizers of the effort say, will be on some 640 junior officers who are being compelled to leave the Army by the end of September in the first phase of military-wide cuts.

Eventually, the state intends to branch out and target Navy and Air Force personnel stationed at 32 bases throughout Florida, said Jim Pirius, director of the Army Transition Project for the state education department. Those branches of the service are "going to be affected [by cuts] down the line, too," he said.

On a smaller scale, state education officials in California, working in concert with the Army and the Navy, are seeking a $100,000 grant from the U.S. Education Department to recruit and prepare officers to teach in public schools.

In part, these actions are being taken in anticipation of what the Pentagon calls a

Continued on Page 46

Texas Board Votes To Forbid Retention Before the 1st Grade

By Deborah L. Cohen

In a move characterized by experts as the strongest step taken by a state to stop schools from holding children back an extra year to ensure their "readiness" for 1st grade, the Texas Board of Education has voted unanimously to bar districts from retaining pupils in prekindergarten and kindergarten.

Buttressing that move will be a letter officials of the Texas Education Agency are currently drafting, which will advise school districts that transitional classes adding an extra year to children's schooling before 1st grade are tantamount to retention.

Both the rule and the accompanying letter may be sent to districts as early as this week, officials said.

Victoria Bergin, deputy commissioner for curriculum of the T.E.A., said agency officials recognized the merits of approaches used in transitional classrooms, but concluded after grappling with the issue that "when you are talking about something that takes another year, it constitutes retention, no matter how you look at it."

Being over age in grade, she added, is one

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Also in the news

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New York's curriculum and California's textbooks stir simmering tensions.

39 **Indian 'Bill of Rights'?**
An E.D. panel will ask Congress to vouchsafe Native Americans' educational rights.

IN SUMMARY

Beyond 'Channel One'
Despite mounting concern over commercial forays into schools, an Atlanta firm is hoping to place in high schools high-tech phone booths that play commercials on a video screen. **Page 7.**

Forging Stronger Links
Two San Francisco programs are typical of the growing number of private-public school collaborations nationwide that seek to aid talented but disadvantaged students. **Page 10.**

How Good Is 'Writing to Read'?
Even as three governors have moved to mandate or encourage the use of the computer-based literacy program, some experts question whether it has proved its worth. **Page 16.**

Kentucky's Bandwagon
Four months after the legislature approved a thorough revamping of the state's educational system, school districts are jumping on the reform bandwagon more quickly than expected. **Page 36**.

House Moves E.D. Increase
The House has approved a spending bill that would provide a 13 percent hike for Education Department programs in 1991, including a $1-billion increase for Chapter 1. **Page 40.**

Drug Curriculum Released
For the first time, the Education Department has developed and issued detailed K-12 lesson plans, with a model drug-education curriculum mailed to schools this summer. **Page 41.**

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FORUM

Nationwide Action to Achieve
National Education Goals
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ACROSS THE NATION

NATIONAL

NIDA Launches Media Campaign That Links Drug Use With AIDS

The National Institute on Drug Abuse has enlisted two prominent filmmakers—Martin Scorsese and Spike Lee—to launch a new media campaign aimed at reducing drug use and AIDS among teenagers.

The campaign, called "AIDS: Another Way Drugs Can Kills," includes public-service announcements developed for television, radio, newspapers, magazines, and the movies. The ads, aimed at youths between the ages of 12 and 16, stress that teenagers can get the virus that causes AIDS by engaging in risky sexual behaviors while under the influence of alcohol and other non-intravenous drugs.

The advertisements, directed by Mr. Scorsese and narrated by Mr. Lee, include scenes such as a car crash caused by alcohol and drug use. Following is a shot of a young couple kissing passionately in a car. The narrative then stresses that adolescents who use drugs and alcohol could also wind up engaging in risky sexual acts, and be exposed to the human immunodeficiency virus.

The campaign was developed by NIDA, the Advertising Council, and a New York advertising agency, Della Femina McNamee Inc.

The ads were released last month and should start appearing this fall, according to NIDA. The agency added that the institute and the Ad Council were working with Scholastic Magazine to produce a teacher's guide in a poster format to extend the campaign to schools.

■ **About one in five high-school students has had at least four sexual partners and about 3 percent have injected drugs, putting the teenagers at high risk for the virus that causes AIDS,** the U.S. Centers for Disease Control reports.

Results of a survey administered to approximately 100,000 high-school students in 30 states, 10 cities, and two territories also indicate that many teenagers do not know how the disease is spread. Over all, about one-half of the students responding to the surveys thought that insects carry the human immunodeficiency virus, which causes AIDS. About one-quarter, on average, believed they could contract the virus by using public toilets or by taking a blood test.

Reported intravenous drug use ranged from 2 to 5 percent at the 42 survey sites, and the prevalence of four or more sexual partners ranged from 7 to 40 percent.

"H.I.V.-related knowledge and behaviors among high-school students are cause for concern throughout the United States," the C.D.C. said.

In a related development, a panel of experts commissioned by the National Research Council has concluded that AIDS-prevention classes for teenagers should contain frank information about how to avoid exposure to H.I.V.

Such classes should make a special effort to reach young adolescents, and in some populations, pre-adolescents, concluded the report, which was funded by the U.S. Public Health Service.

■ **Roman Catholic and Jewish leaders have called for a national effort by parents, educators, government, and religious groups to instill "common moral teachings" into public-school curricula.**

In seeking a "national mobilization" to promote values education, the Bishops' Committee for Ecumenical and Interreligious Affairs of the National Conference of Catholic Bishops and the Interreligious Affairs Committee of the Synagogue Council charge that "children lack fundamental values like honesty, integrity, tolerance, loyalty, and belief in human worth and dignity."

The statement—issued by Rabbi Jack Bemporad of Temple Israel in Lawrence, N.Y., and Archbishop William H. Keeler of Baltimore—recommends that states establish committees to promote values in the public schools; that state and local authorities hold conferences of teachers, administrators, parents, and students to recommend methods for teaching values; and that foundations underwrite the development of values-education programs for the public schools.

■ **Maintaining that "the linked issues of the educational attainment of America's children and the affordability of college are central" to successful U.S. competition in the global marketplace, a new association is focusing on helping parents** boost their children's educational achievement and plan for their college education.

Targeting its efforts at "time-squeezed" parents who work and have limited time for family responsibilities, the American Association of Parents and Children will serve a "complementary" role to the National PTA and other parent-related groups, said Scott Stapf, the A.A.P.C.'s executive director.

Unlike existing groups, he said, the A.A.P.C. "specifically addresses what it is parents can do in the home to improve educational achievement and how it is they go about tackling the question of affordability of college for their children."

The nonprofit group kicked off its operations last month with the publication of "Making the Grade: How Parents Can Help Their Kids Do Better in School," a brochure being distributed to parents that contains tips on how to stimulate learning and "set the right mood" for achievement at home.

The group also plans to launch a national program to help parents manage family finances. It hopes to make material on college aid more available to parents and to offer them individual counseling on how to fill out forms for loans and grants.

More information is available from the A.A.P.C., 560 Herndon Parkway, Suite 110, Herndon, Va. 22070.

■ **Noting that there were more than 2 million reports of child abuse in 1989, a federal advisory panel has called for a complete overhaul of the nation's child-protection system.**

In a report delivered to the Secretary of Health and Human Services, the U.S. Advisory Board on Child Abuse and Neglect asserts that the nation faces "a child-protection emergency."

Among the panel's 31 recommendations for reconstructing child-protective services is a call for strengthening the role of schools in the prevention, identification, and treatment of abuse and neglect.

Richard K. Krugman, chairman of the panel, argued that schools have a "tremendous" role in the process. "Children who have been abused often can get a nurturing environment in schools," he said. "It may be the only form of treatment they get."

The Sweet Smell of Success

The sense of smell has long been reputed to have the power to evoke memories. But until a new study by a Yale University research psychologist on the stimulative effects of odor on memory, there was little conclusive scientific evidence to give such claims more than a romantic sort of credence.

Frank Schab studied a group of Yale undergraduates, exposing some to such varied odors as chocolate, peppermint, and mothballs during word learning and recall exercises scheduled 24 hours apart. The words and aromas were linked in both sessions. A report of his work appeared in last month's issue of the *Journal of Experimental Psychology*.

Subjects who were exposed to the odors recalled information at a rate 50 percent higher than did those who had not been exposed, signaling that odors may indeed be able to serve as retrieval cues in an educational setting.

The pleasantness of the odor did not seem to matter, Mr. Schab said; mothballs worked as well as chocolate in improving the rate of recall.

Mr. Schab said that the power of the aromas to increase recall of information for 24 hours suggests that the sense of smell has a "rather powerful long-term effect on memory, especially since odors tend to be remembered for a longer time than, say, pictures."

What about the use of fragrance as a study aid at exam time? Would it be effective to assign different aromas to different subjects to keep an abundance of information on numerous topics from becoming a cerebral jumble?

HISTORY of the IT
ALGEBRA

Loel Barr

Sadly, Mr. Schab concludes, "There is no real evidence that this would be especially effective." He added, though, that future research may provide further insight into such educational uses.

It could prove a real breath of fresh air for educational research. —E.W.L.

DIMENSIONS

Uninformed Generation

Americans ages 18 to 30 know less and care less about news and public affairs than any other generation in the past 50 years, according to a recent study by the Times Mirror Center for the People & the Press.

The center surveyed more than 3,600 people by telephone between January and March this year about their use of various media and their interest in and knowledge of major news events and personalities.

Members of the youngest age group surveyed read newspapers, watched television news, and listened to radio news less often than any other group, the center reports. The only areas in which young respondents matched their elders in interest was coverage of sports and of the abortion issue. While 47 percent were aware of last summer's Supreme Court decision on abortion and 27 percent had watched the last Super Bowl, only 8 percent had paid any attention to the sweeping political changes within the Soviet Union, the survey showed.

Only 6 percent of youthful respondents could identify Richard Cheney, 8 percent knew who Vaclav Havel and Thomas Foley were, and 12 percent recognized the name William J. Bennett. Corazon Aquino at 53 percent had the highest name recognition for young respondents.

The survey also found that young respondents were much less critical of major institutions and political leaders than were older respondents.

"The ultimate irony," the report concludes, "is that the Information Age has spawned such an uninformed and uninvolved population."

News Media Usage by Age

		Age		
	Nationwide	18-30	30-49	50 and older
Reads a daily newspaper	52%	37%	49%	64%
Watches TV news regularly	73	62	69	83
Listens to radio news regularly	46	43	50	44

Source: Times Mirror Nationwide Surveys

desegregation plan for the Duval County schools.

The move clears the way for implementation of the plan, which was developed after five months of discussions between school officials and local chapters of the National Association for the Advancement of Colored People and the Urban League.

During the negotiations, several black members of the team developing the plan received threats against their lives. (*See Education Week, June 13, 1990.*)

Under the plan, which was approved by the county board in June, the district will eliminate the mandatory-busing policy that has existed for more than 20 years under a court desegregation order.

The district also plans to reorganize the grade structure, open seven new schools, and establish a system of magnet schools countywide.

■ **Delegates to the annual meeting of the National Congress of Parents and Teachers have called for legislation to limit television advertising in schools.**

The resolution, adopted in June at the National PTA's convention in Indianapolis, calls for regulations or legislation that would prohibit public schools from contracting with businesses that require students to view advertising as a condition for a donation of money or equipment.

The resolution is aimed at such efforts as Whittle Communications' Channel One commercially sponsored news program for high schools. Schools that subscribe to the program receive a loan of video equipment.

Several states, including New York and California, have effectively kept the Whittle program out of public schools through regulations. *(See Education Week, Feb. 21, 1990.)*

■ **The Shenandoah County, Va., school board has agreed to prohibit Bible classes from being held held in a bus parked on school grounds.**

The move settles a lawsuit brought by the American Civil Liberties Union.

The A.C.L.U., acting on behalf of an unnamed student, had asserted in a suit filed in federal district court that the board was violating the U.S. Constitution by permitting the private Weekday Religious Education program to offer Bible classes outside a Woodstock, Va., elementary school. *(See Education Week, May 23, 1990.)*

Under the settlement, the board agreed to prohibit the buses from parking on school grounds while children are receiving religious instruction. It also agreed to forbid teachers and officials of the religious program to enter classrooms while children are present, and to prohibit school employees from encouraging students to participate in the program.

■ **The Los Angeles Board of Education has voted to purchase the Ambassador Hotel to build a high school, despite threats of a lawsuit by Donald Trump.**

Mr. Trump heads a development group that currently owns the 17.6-acre property in the Wilshire area of Los Angeles and plans to build a hotel and business complex.

The school board voted in June to use its powers of eminent domain to confiscate the site to build the school. *(See Education Week, May 30, 1990.)*

In July, the board allocated $62 million to set up the financing plan for the move, which is expected to take up to a year to complete.

Lawyers for Trump Wilshire Associates, the development group, say they plan to go to court to block the district's efforts.

■ **Prosecutors in Connecticut have agreed not to prosecute a parochial-school teacher accused of failing to report a case of suspected child abuse under a little-used state law.**

The agreement was offered only on the condition that the suburban-Hartford teacher attend a day-long training class on child-abuse detection and present a report on the session to other teachers at her school, according to a spokesman for the state Superior Court.

Diane Pociadlo, who has taught at St. Stanislaus School in Meriden for more than 10 years, was charged in May with violating a state statute that requires teachers and other professionals to report suspected child abuse. (*See Education Week, May 23, 1990.*)

The violation is a misdemeanor offense with a penalty of up to $500.

Police alleged that one of Ms. Pociadlo's students regularly came to school covered with bruises. School-system officials said the teacher could not have known about the alleged abuse.

■ **Teachers in Chelsea, Mass., have negotiated their first contract with Boston University since that institution took over management of the city's school system last year.**

The three-year agreement, which was ratified in June, includes a plan for merit pay beginning in September 1991, creates lead-teacher positions, raises teachers' salaries an average of 26 percent by the 1991-92 school year, and calls for the introduction of school-based management at individual schools.

The school system's 300 teachers had been working under temporary contract extensions since June 1988, when their previous contract expired. Teachers staged a job action this spring, refusing to perform extra duties before or after school, to protest stalled contract talks. *(See Education Week, April 18, 1990.)*

Union members voted 124 to 96 to accept the new pact. But the union is continuing with a lawsuit in Suffolk County Superior Court that challenges the university's management of the school system as unconstitutional.

■ **The Purdy, Mo., school board has voted unanimously to reinstate a ban on high-school dances** in light of the U.S. Supreme Court's decision in April not to review an appellate ruling that the ban was not motivated by the six board members' religious convictions. *(See Education Week, April 25, 1990.)*

A federal district judge had issued a restraining order against the policy in 1988, but rescinded his order last month, paving the way for the school board's vote.

■ **The Dade County, Fla., school board has entered into a five-year contract with a private Minnesota company to jointly run a new elementary school.**

The agreement between the board and Education Alternatives Inc., approved in June, calls for the firm to raise $2.1 million to supplement the school's allocation from the district. *(See Education Week, June 6, 1990.)*

Under the terms of the partnership, the first of its kind between a school district and a business, the firm will receive a $275,000 consulting fee for the first three years of the contract. The money will come out of the supplemental funds the company raises, not from public-school dollars.

For the last two years of the contract, the firm has estimated its fee at $200,000. During that time, the company's involvement with the school is expected to taper off as the county prepares to run the school on its own.

MILESTONES

■ **Amos E. Neyhart**, who is credited with introducing driver-education classes into the high-school curriculum, died July 5 at a nursing home in State College, Pa. He was 91.

In 1931, when Mr. Neyhart was an assistant professor of psychology at Penn State University, his parked car was hit by a drunk driver. Concerned that teenagers were driving without proper instruction, Mr. Neyhart began teaching volunteer students from State College High School, using his own 1929 Graham-Paige automobile for lessons.

His first formal courses began in 1933. He later presented the first teacher-preparation course in driver education and the first seminar on the topic for college professors.

Over the course of his career, Mr. Neyhart was honored for his work by the American Automobile Association, the Society of Automotive Engineers, and other groups. In 1958 he received the Pennsylvania Meritorious Medal, the highest civilian honor awarded in the state.

Mr. Neyhart retired from Penn State in 1964 when he was director of the Institute of Public Safety in Continuing Education.

■ **Francis Parkman**, the first president of the National Association of Independent Schools and a former headmaster of St. Mark's School in Southborough, Mass., died July 15 at a nursing home in Needham, Mass. He was 92.

A graduate of St. Mark's and Harvard College, Mr. Parkman became executive secretary of the National Council of Independent Schools in 1948. He held that post until the organization was succeeded by the N.A.I.S. in 1962. He then served as the new group's president for a year, and remained active as a consultant to the group for several years.

PEOPLE

■ An educational researcher and the founder of a children's dance organization are 2 of 36 recipients of this year's MacArthur Foundation "genius" awards. The cash awards, distributed over five years, are given annually to individuals for their work in the arts, sciences, or community affairs.

Lisa Delpit, a senior research associate at the Institute for Urban Research in Baltimore, specializes in multicultural education. She plans to use part of her $224,000 grant to pay travel expenses for her studies. "I'm honored and challenged to do more and better for children and teachers of color," Ms. Delpit said.

Another grant recipient is **Jacques d'Amboise**, founder and artistic director of the National Dance Institute in New York City. Mr. d'Amboise, who was awarded a $330,000 grant, is a former lead dancer for the New York City Ballet. He created the institute in 1976 to teach inner-city students about art through dance instruction.

■ **John Brademas**, president of New York University for nine years, has announced he will step down in 1992.

Mr. Brademas is cited as having nearly doubled the university's endowment and having added new programs in Hellenic and Hebrew and Judaic studies.

Before entering academia, Mr. Brademas was an 11-term Democratic representative from Indiana who served on the House Education and Labor Committee. He was involved in the drafting of many school-related bills, including the Education for All Handicapped Children Act.

John Brademas

PARENTS as Partners

Reaching Out to Families To Help Students Learn

GULF OF MEXICO
MILLIONS OF

Bert Seal

Third in a Series of Special Reports

By Lisa Jennings

The David A. Ellis School in Boston is testing a hypothesis advanced by some experts on student achievement: A "parent friendly" school setting is as important to learning as the classroom environment itself.

Since 1988, the inner-city elementary school has included a parent center, with an overstuffed couch and a coffee machine, so that parents have a place in the school to call their own. A support group for adults earning their high-school-equivalency diplomas, classes in English as a second language, and parenting workshops draw families into the school on a regular basis.

Breakfasts organized by grade level are held in the parent center to enable mothers and fathers to discuss curriculum and other classroom concerns with teachers and administrators. Parents at the school have established a clothing exchange and a school store. And a specially trained cadre of parents visits other families in their homes to involve them in their children's education.

The efforts are part of a research project, coordinated by the Institute for Responsive Education, that seeks to make families equal partners in their children's schooling.

"We want to demonstrate that family involvement is crucial to the success of children," says Owen Heleen, manager of the I.R.E. project, known as Schools Reaching Out. "The goal is to make a connection [between families and schools], to have face-to-face contact."

Although the I.R.E. project is more ambitious and comprehensive than most, it represents a growing attempt by educators to reach out to the parents of school-age youngsters.

After more than a decade of reform that has virtually ignored the role of parents in schools, educators and policymakers are beginning to realize that families are crucial for children's success.

Their growing interest in school-home collaboration is driven, in part, by research that has found a positive relationship between parent participation in education and improved student achievement. *(See Education Week, April 4, 1990.)*

"A school will never be truly excellent unless it involves parents," argues Anne T. Henderson, an associate with the National Committee for Citizens in Education. "Educators can do it all by themselves to the extent that they meet minimum requirements, but they're never going to get beyond that unless they get the community involved."

Today, all schools provide for some level of parent participation, ranging

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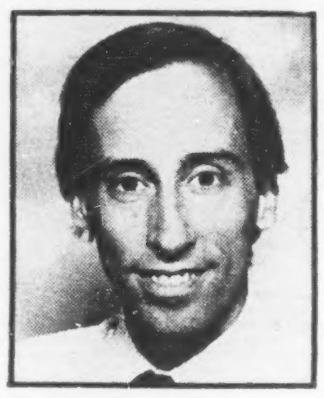
Efforts To 'Cultivate a Friendship' Still Limited



We want to demonstrate that family involvement is crucial to the success of children.

—*Owen Heleen*

Schools need to 'empower' parents, to teach them how to discipline their children, or to turn off the T.V.

—*Ivy Lovelady*

Schools just don't see it as their role to court parents or to cultivate a friendship in any way for any real benefit.

—*Vahac Mardirosian*

There is the question of who controls the child's life in school. Teachers are concerned that parents will interfere.

—*Sandra Feldman*

Continued from Page 23

from sending home student report cards to asking parents to attend graduation ceremonies.

But experts say that, in most schools, parent participation remains limited in scope. Generally, it is confined to fund raising and other volunteer activities, participation in parent-teacher conferences, and attendance at school plays or sporting events.

"In most schools, parents are not seen as essential partners at all," says Vahac Mardirosian, president of the Parent Institute, a community-education agency in San Diego. "Schools just don't see it as their role to court parents or to cultivate a friendship in any way for any real benefit."

In a few places, however, educators who are alarmed at what they see as a growing gap between home and school have begun to reach out to families through more assertive measures. These include sponsoring parenting workshops, creating parent centers, visiting students' homes, developing contracts that detail the obligations of parents and teachers, and enhancing communication between home and school.

In the most extreme instances, states and localities have threatened to impose fines or jail sentences on parents who fail to take responsibility for their children's behavior problems. *(See related story, page 30.)*

"Schools must do more to position families to help their children in school," states a recent report by the Council of Chief State School Officers.

"Though some may feel this adds to an already overburdened set of responsibilities for schools," the report adds, "the situation is such that the potential for the school to address basic family needs must be used."

Sending a Message: 'Parents Matter Here'

Joyce L. Epstein, director of the Effective Middle Schools Program at Johns Hopkins University, has identified five types of parent involvement in education. These include:

- The basic obligations of parents, such as providing for their children's health and safety and creating a home environment that supports learning;
- The basic obligations of schools, such as communicating with parents about school programs and their children's progress;
- Parent involvement at the school site, through attendance at student performances and sporting events, or through work as volunteers;
- Parent involvement in learning activities at home, such as monitoring or assisting their children with homework; and
- Parent involvement in school governance and advocacy, by serving on advisory councils that make important decisions about school programs and policies, or by participating in external watchdog groups.

At all grade levels, Ms. Epstein maintains, parents need clear information about course requirements and objectives, standards for promotion and graduation, grading practices and test results, and school budget and policy decisions.

But schools vary in how they choose to communicate such information to families and whether they attempt to create more meaningful forms of collaboration.

'Dignifying' the Parents' Role

At the most basic level, some schools are trying to clarify the obligations that parents and teachers have toward children through the creation of written "contracts" or agreements.

School-parent contracts are an important aspect of the Quality Education Project, or Q.E.P., launched in 1982 by Nancy

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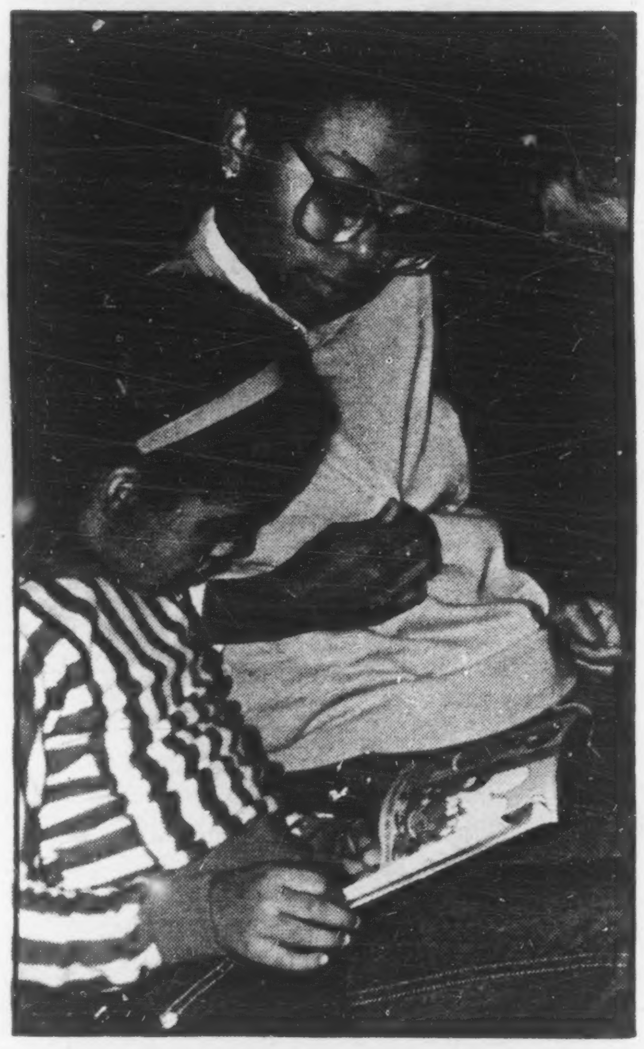


Reading at home is one basic tool for parent participation in education.

Teachers Rank School Problems

What do you think are the biggest problems with which the public schools in this community must deal?

Listed in Rank Order of Mention By All Teachers in 1989	All Teachers 1989 %	1984 %
Parents' lack of interest/support	34	31
Lack of proper financial support	27	21
Pupils' lack of interest/training	26	20
Lack of discipline	25	19

Source: Gallup/Phi Delta Kappa Poll of Teachers' Attitudes, 1989

Actual or Planned Parent-Involvement Activities

	Actual %	Planned %	Neither %
Conducting seminars, workshops, or courses for school or school-district personnel	68	25	18
Collecting and disseminating materials and information from various sources on parent involvement	66	16	18
Helping parent -involvement projects develop advisory councils that include parents	53	12	34
Conducting seminars, workshops, or courses for parents	53	18	28
Developing materials for use by school or school-district personnel	50	22	28
Helping school districts coordinate with other community groups or organizations to develop stronger parent-involvement activities	45	18	37
Disbursing funds for the development and operation of parent-involvement activities in school districts	42	14	44
Developing materials for use by parents	41	17	41
Developing programs and/or materials for in-service training on parent involvement	37	25	38
Helping school districts or schools develop evaluations of their parent-involvement activities	35	26	39
Conducting state evaluations of local parent-involvement activities	25	25	50
Developing standards for in-service training of teachers and/or administrators regarding aspects of parent involvement	23	21	56
Other forms of assistance	22	—	—
Conducting recognition programs for outstanding local parent-involvement activities	22	21	58
Giving demonstration grants to develop parent-involvement activities locally	18	16	66

Base: All 50 State Education Agencies

Source: "How Involved Are State Education Agencies in Parent Involvement?" Frank E. Nardine, Warren K. Chapman, and Oliver C. Moles, 1989

More Businesses Are Training Employees To Be Better Parents

By Deborah L. Cohen

Taking steps they hope will enhance the productivity of both present and future workers, a growing number of businesses are offering courses on how workers can do their jobs better at home—as parents.

According to the Families and Work Institute, a national clearinghouse that tracks employer efforts to help workers balance work and family responsibilities, about 1,000 companies now offer workplace seminars on topics ranging from how to spur a child's interest in reading to how to manage an adolescent.

Such programs provide parents with tools to help their children thrive academically, while easing the parenting stresses that can hinder their own job performance.

"The real intent is to strengthen home-school involvement through the workplace," says Gary Frizzell, executive director of an education foundation launched by the U S West telecommunications firm.

According to the Bureau of Labor Statistics, both parents worked for at least part of 1987 in 68 percent of all two-parent households with children under age 18. Single parents, the vast majority of whom hold jobs, head a quarter of all families. Outside the home, notes Mr. Frizzell, "the next best place to reach [parents] is at work."

The U S West Education Foundation, a nonprofit charity that since 1985 has solicited corporate aid to offer seminars for high-school students on exploring life choices, is now marketing Parenting for Education, a program businesses and other groups can use to spur employees' involvement in their children's education.

Such efforts are "an important first step in recognizing the duality of parents' responsibility," says Donna Euben, program director of the Child Care Action Campaign. Besides seeking a comprehensive national child-care system, the coalition of leaders of corporations, unions, government agencies, women's groups, and the media promotes job policies that foster "effective, loving parents."

'The Work-Family Balance'

Employers see such efforts as a way to bolster "the education and future employability of children," says Jeri S. Darling, director of policy studies and technical assistance for the Work in America Institute, based in Scarsdale, N.Y.

Backed by the John D. and Catherine T. MacArthur Foundation, the nonprofit work-research organization two years ago launched Linking Home and School Through the Workplace, a project offering businesses information and assistance on programs to spur parent involvement.

About a dozen companies and organizations are launching pilot programs identified by the institute to help parents work with children on reading, mathematics, and science; answer general questions on how they can assist children; and guide them in helping children think critically about television viewing. A spring conference on the initiative drew representatives from about 60 major companies, government agencies, and unions.

"The workplace has the facilities and the economic motivation to deliver the training to parents in the most cost-effective manner," Jerome M. Rosow, the institute's president, said at the conference.

Besides improving the prospects of America's future workers, says Ms. Darling, backers of such efforts also are "interested in supporting the work-family balance for parents and finding ways to support family requirements and improve parent-child relationships."

"We've conducted enough surveys among employees in the 1980's to reach the conclusion that off-the-job anxiety is a common phenomenon," adds Burke Stinson, a spokesman for the American Telephone and Telegraph Company. "One of the root causes is simply fretting about Johnny or Mary in school."

A.T.&T. allows employees to take leave on short notice to deal with school-related matters, Mr. Stinson says, and is considering offering the program Parents—Homework Helpers Not Hinderers. That course, designed by Myrna G. Wasserman, a Mountainside, N.J., consultant, offers parents tips on how to make the most productive use of limited time to motivate their children and bolster their study skills.

Such programs also offer a payoff for employers, contends Lynn Clark, manager of training and development for the McKee Baking Company's headquarters in Collegedale, Tenn.

"If employees are doing O.K. at home with their family life and their kids in school," he explains, "it is obviously going to impact their work life as well."

McKee Baking, which produces Little Debbie snack cakes, recently offered a series of workshops—based on the Megaskills program developed by Dorothy Rich, founder of the Home and School Institute Inc.—giving parents "recipes" to stimulate learning and supplement schoolwork.

These approaches, suggests Hugh Little, a partner in Capital Associates, a commercial-office developer in Cary, N.C., reflect an awareness that there are "common traits" among the families of successful children—regardless of their socioeconomic circumstances—and that honing those traits will reap long-term rewards.

"What we're trying to do," he adds, "is to cause families and parents to refocus and rethink their priorities—are they doing what they can do to ensure that their children get the best education?"

Mr. Little helped launch Community Action Through Cooperative Homework, or CATCH, a program run by the Cary Chamber of Commerce that offers Megaskills-style workshops.

The Committee for Economic Development, which has called for early and sustained intervention to improve the academic prospects of troubled children, has long urged employers "to make their internal policies reflect their external policies," says Sandra Kessler Hamburg, the business group's director of education studies.

"If they say they are in favor of greater parental involvement in education, they should provide some means to allow it," she maintains, citing such mechanisms as flexible leave policies and parenting-education classes at the worksite.

Some also view such practices as a way to attract and retain employees.

"It's one more thing to make the workplace more attractive," says Robert Bailey, assistant director of training and development for the New York State Office of Mental Retardation and Developmental Disabilities, which has worked with the Work in America Institute to offer the Family Math and Family Reading programs.

The Millington Star

Parents from the Millington Naval Air Station in Memphis come to parenting workshops taught by local P.T.A. President Marian Bruns and sponsored by First Tennessee National Corporation.

Continued from Page 24

Honig, the wife of California's superintendent of public instruction.

The program, currently used in schools throughout that state and Mississippi, is designed to improve the coordination between home and school by training school officials, teachers, and parents to work ~~together~~ to improve student learning.

The performance contracts provide a visible symbol of that teamwork, Ms. Honig notes.

As part of their "pledge," parents sign a document promising that they will: provide a quiet place for their children to study, encourage them to complete their homework, get them to bed by 9 P.M., send them to school on time, spend at least 15 minutes a day reading with or to them, and attend back-to-school nights, parent-teacher conferences, open houses, and other school events.

In exchange, principals and teachers sign contracts in which they promise to provide a safe place for children to learn, teach all the concepts necessary for academic achievement, strive to be aware of children's individual needs, and communicate with parents about their children's progress.

Contracts are also an important component of the "Accelerated Schools" program begun several years ago by Henry M. Levin, a professor of education and economics at Stanford University.

As part of the program, which aims to bring the achievement of disadvantaged youngsters up to grade level by the end of 6th grade, all parents or guardians are expected to sign a written agreement that clarifies the obligations of the school and the family to promote learning. Parental obligations include ensuring that children go to bed at a reasonable hour and attend school regularly and punctually. School obligations include keeping parents informed about students' performance.

"The purpose," says Mr. Levin, "is to emphasize the importance of the parental role through the dignity of a written agreement that is affirmed by all parties."

Enhanced Communication

In addition to clarifying such basic obligations, educators are attempting to strengthen the regular communication between home and school.

Experts assert that the lack of information flowing between home and school may lie at the root of the dissonance between teachers and parents.

Doris Wilson, a parent at the David Ellis school, says that before the school's parent-involvement program began, it was difficult to approach teachers to discuss her child's schoolwork.

"It seemed like a lot of the teachers were on an ego trip," the Boston parent recalls. "Unless you had a teaching license, they'd look down on you."

Typically, teachers have communicated with parents in writing, by sending messages home through the mail or with the student themselves. Often, these communications are ignored or are unintelligible to poorly educated or non-English-speaking parents.

Parent-teacher conferences allow for more interaction, but are infrequent and difficult to schedule. As a result, many parents see educators only when their children are having disciplinary or academic problems.

Mr. Mardirosian of the Parent Institute notes that such limited interactions tend to remind low-income and minority parents of their own negative experiences in school.

"We have to actually teach poor parents what middle-class parents already know from their own experience—that school can be a positive, supportive place," he suggests.

To address such concerns, some schools and districts are trying to find ways to keep parents and teachers in touch on a regular basis.

The Q.E.P. program, for example, provides students with a special folder in which they can carry home schoolwork and notes from the teacher at the end of each week.

And in Connecticut, 10 schools have been using the telephone as a constant link between schools and families. As part of a pilot program offered by the Southern New England Telecommunications Corporation, several classrooms in each school have been equipped with a phone-message service that can send recorded voice messages of any length simultaneously to the parents of all students, or to any parent individually.

Parents can also leave phone messages to which the teacher responds.

Madeline A. Mongillo, a kindergarten teacher at Bradley Elementary School in Derby, Conn., uses the system to send messages to parents about each day's activities and assignments.

The system, she says, "replaces the old paper messages that would more often end up lost in the black hole of the stu-

As employers, adds Sue O. Jackson, public-relations representative for the First Tennessee Bank in Memphis, "we understand what we can accomplish in terms of building the economy and attracting industry" through such efforts. Sponsor of a project called Learning Is Home Grown, the bank has used Megaskills concepts to teach parenting and homework-help skills in some 40 sessions and "brown bag" lunches for local businesses, schools, boys' and girls' clubs, and civic groups.

Parents who take classes for their children's sake may also be more apt to pursue their own education, some suggest.

"Parents will volunteer on behalf of their children and as a result be more open to attending courses at work," says Ms. Darling. "This is an entry to ultimately getting parents involved in improving their own basic skills."

Aiding Troubled Workers

Until relatively recently, family concerns were rarely acknowledged—much less addressed—in the workplace.

Such inattention "is a byproduct of an era when corporations simply thought you leave your personal life on your doorstep and don't bring it to the office," says Mr. Stinson of A.T.&T. "Only a fool brought up personal problems at the office."

In recent years, he says, a focus on "quality of life" issues and the promotion into high-level jobs of women "more attuned [than men] to the social side of life and family obligations" have helped change such attitudes.

More than 60 percent of Fortune 500 companies now sponsor employee-assistance programs—first launched in the 1940's to restore troubled workers to productivity—to counsel workers on mental-health problems. Such programs are increasingly being used to help workers "cope with the stresses of modern living," including "parenting dilemmas," according to a 1988 article in the *Hospital and Community Psychiatry* journal.

Says John C. Otterman, senior vice president of the INB National Bank in Indianapolis: "It's very obvious that parents need help and are willing to say, 'I can learn something about doing my parenting job better'—especially when it is presented in this nonthreatening way."

The bank and the local chamber of commerce launched a parent-involvement campaign this year that encouraged parents to spend 15 minutes a day asking their children about school. It also sponsored parenting workshops and lunch-time discussions, and stuffed paychecks with parent-involvement suggestions.

Diana M. McKinney, a trust administrator at INB National, says the tips she has drawn from the effort "don't take much time but really make a difference."

Other parents, like Anna G. Morgan, say workshops such as those sponsored by the McKee Baking Company "give you ideas of things to sit down and let kids do and discuss" and have helped spark an interest in reading among children experiencing problems in school.

'Perfunctory' Steps?

Drawing employees to such programs is not always easy, however.

Harriet Hensley, director of employee-assistance programs for the Menninger Clinic in Topeka, Kan., notes that the clinic had to put off launching its first Family Reading pilot last spring for lack of enrollment. After stepping up recruiting among workers with children in the age bracket most likely to benefit, officials are hopeful of a better showing this month.

The New York State Office of Mental Retardation has not had a large turnout at its workshops, says Mr. Bailey, but "the people who attend think they're great."

"We hope that at some point, word of mouth will kick into play," he says.

Following an initial flurry of activity, meanwhile, several of the existing efforts have been put on hold while businesses conduct evaluations and survey workers.

Don Davies, president of the Institute for Responsive Education, contends businesses "haven't gotten the idea very quickly" to launch parenting programs.

"They often do what schools ask them to do, and schools traditionally haven't asked for things related to parents," he notes.

And most efforts, observers say, are not sustained enough to reap long-term gains.

Too often, says Mr. Little of the CATCH program in Cary, N.C., businesses are taking "perfunctory, surface" steps—"in many cases for the purpose of someone seeing us do something as opposed to the true goal."

"Seminars done for parents tend to be one-shot deals," adds Ellen Galinsky, co-president of the Families and Work Institute. "If [firms] do something once in a couple of years, that's a lot for them, but it is not really a lot for parents."

Jean LaFleur, who took part in a workshop at McKee Baking, says she wishes there had been more than three sessions—and that the instructors had had "more time to get more into the subjects."

And such programs, some warn, cannot take the place of broader family-support strategies offering flexible leave policies and help for parents in finding affordable, high-quality child care.

"If there are not enough school-age child-care programs in place," Ms. Euben of the Child Care Action Campaign maintains, families "are not going to be able to deal with all of their stress."

Time Off To Visit School

Businesses such as the International Business Machines Corporation have increasingly supported education through adopt-a-school and mentoring programs and by providing workers opportunities to teach, volunteer, or participate in school activities.

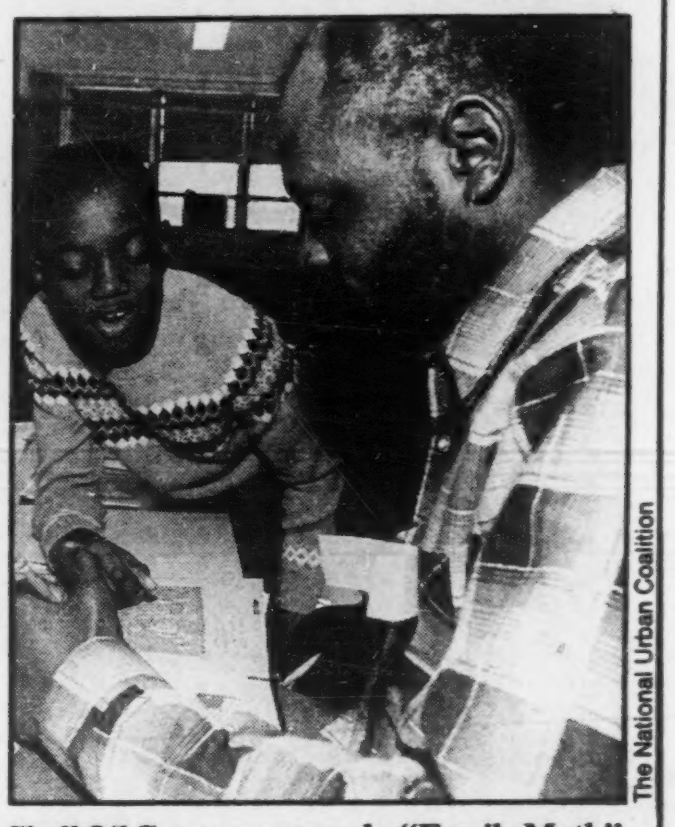
But in recent years, employers have taken more steps toward improving family welfare by helping upgrade the supply and quality of child care in their communities. In the past year, A.T.&T, I.B.M., and U S West have each committed several million dollars toward child-care and parenting initiatives.

And businesses in a few areas, such as Dade County, Fla., and St. Paul, have gone so far as to open schools at worksites, affording parents more time with their children and greater access to teachers.

Some companies have also installed special phone lines children can use to call staff members or volunteers for help on homework or other problems, or to inform parents they got home from school safely.

In addition, a growing number of firms offer flexible work schedules and leave policies to help accommodate working parents, and a few have policies expressly granting parents leave to deal with a problem or attend a meeting at school.

Employees using such a policy instituted in January by United Sanitation Services in Dade County are more "able to come to work and be an effective, productive worker," says the company's general manager, Bruce S. Malec.


The National Urban Coalition

Shell Oil Corp. sponsored a "Family Math" program offered by the National Urban Coalition in Washington, D.C.

Addressing the common complaint that schools do not always practice what they preach about parent involvement, the Dade County school district last fall issued a memorandum encouraging schools to grant teachers and other employees time off to visit their own children's schools.

As part of a pilot project offering parenting seminars and other "family-supportive" initiatives, the Florida Department of Administration is also considering a policy allowing employees a fixed amount of administrative leave each month to participate in school activities.

Mr. Little of the CATCH program contends, however, that business efforts do not begin to address the crisis of the dissolving family—and that many are "designed to fill some void where a parental investment is lacking."

Businesses should not bear the brunt of that burden, he argues, because "it is first and foremost parents' responsibility" to get involved in children's schooling.

"We've got to get individual parents and families to solve it for themselves," he says. "They're not going to do that until they decide it's a major threat to them personally." ■

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dent's book bag."

At the Park Elementary School in Dolton, Ill., two teachers have gone one step further, by creating a means for parents to view their children at work.

A special-education teacher, Diana L. Brown, and a speech pathologist, Mary Jo Roche, won a state mini-grant last year that enabled them to rent a video camera and film their students in the classroom.

The videotapes, sent home regularly, help parents develop a clearer understanding of their children's classroom activities and behaviors.

Although the program's goal was parent education, Ms. Brown observes, parent involvement in the school increased "tremendously" during the project. "After seeing the tapes, the parents were much less threatened by the school setting," she says.

Desiree Sanchez, a New York City teacher who has been involved in the Institute for Responsive Education project, says she has found that the more contact she has with parents, the easier her job becomes.

"If I have quick access to a parent," she explains, "I have quick access to the solution to a problem."

In other places, educators are trying to increase families' participation at the school site by making schools appear less intimidating and more open to parents.

Last year, for example, state education officials in Florida instituted a "Red Carpet Schools" program to encourage educators to make parents feel welcome. Under the program, special certificates—as well as a genuine red carpet—are awarded to schools that are deemed "parent friendly" by committees of outside observers.

To qualify for the awards, schools are encouraged to make their physical facilities available to families, to set up a "warm and friendly" reception area, to provide opportunities for parent education and family involvement, to establish a parent-community advisory group, and to communicate with parents in a variety of ways.

More than 200 of the state's 2,100 schools have now earned the distinction, according to a state spokesman.

A Room of Their Own

But the I.R.E. suggests that if schools really want to make parents feel welcome, they should set up a room for parents to call their own.

At the David Ellis School, for example, the parent center is a comfortable room with places for parents to sit and a play area filled with toys for the preschool children who accompany them on their visits.

A telephone is provided for parents who do not have phones at home and for teachers to call their students' families.

In addition to the adult-education classes and workshops held weekly at the center, parents are drawn in by various social events, such as a multicultural potluck dinner and a fathers-only breakfast.

The room is staffed by Annie White, the mother of 10 children, who is paid by the I.R.E. as a parent coordinator to bridge the gap between families and the school.

Her first order of business as coordinator, she notes, was to help a homeless family find an apartment. Since then, her role has often included helping to meet the basic needs of families through referrals to other social-service agencies.

"People see me as sort of a mother figure," she says. "I know what they've been through—I've had problems with the school myself. But if I can help the parents, both the parents and the students benefit."

Vivian Johnson, the I.R.E.'s project coordinator, estimates that about 30 percent of the school's parents use the center.

"Before we came in, there was a sign on the outside of the school saying, 'Parents: Wait outside for your children,' " she recalls. "The fact that this center exists really sends a message to parents."

An Education for Parents

Schools like David Ellis are also offering workshops and classes for parents, in an effort to bring them into the school building.

As part of the Q.E.P. effort in Mississippi, seven school districts have developed monthly seminars for parents on topics of the parents' choosing. The seminars, which are held in the evenings and on weekends to meet working parents' schedules, cover such subjects as parenting skills, drug and alcohol abuse, and basic school procedures.

The goal of the seminars is to assist parents who often feel "powerless" when it comes to helping their children learn, says Ivy H. Lovelady, coordinator of the statewide pilot program. "Schools need to 'empower' parents," she says, "to teach them how to discipline their children, or to turn off the TV to help them study."

Other efforts focus on teaching parents and children together. For example, the Family Math Program, which is used by schools nationwide, teaches parents and their children problem-solving skills

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Benefits of Regular School Visits Include Trust, Accountability

Continued from Page 27

based on the use of hands-on materials.

In San Diego, community agencies have also joined with schools to take on the task of parent education. Mr. Mardirosian of the Parent Institute there has operated six-week courses for parents in about 25 schools over the past two years. The courses are developed by parents and taught at the schools by local college professors.

In other instances, educators have helped launch parent-education classes that take place outside the school. (*See story, page 26.*)

In Indianapolis, the district has an agreement with 15 local businesses to provide parent-education seminars at their workplaces during lunch hours. And this spring, the United Federation of Teachers and two other New York City unions announced an agreement to provide parent seminars in several languages at work sites throughout the city.

Such classes often target the parents of children in specific age groups and provide them with the skills they need to work with their youngsters on schoolwork at home or to become better parents in general.

David L. Williams Jr., director of the school improvement resources group of the Southwest Educational Development Laboratory, warns that schools should not intrude on the "right and ability of parents to rear children."

But he argues that without training on how to support their children's learning, parents will never become the resources that schools so desperately need.

The 'Accountability Factor'

Once parents are drawn into a school by classes geared to their needs, educators hope they will become more involved in schooling on a regular basis, with benefits to themselves and their youngsters.

For example, research has found that parents' visits to observe their children in class can engender trust and shared expectations between parents and teachers.

"If parents are in the school building at all times," says Ms. Henderson of the National Committee for Citizens in Education, "and are listened to by school officials, the kids say, 'Gee, our parents matter here,' and the school's whole climate will change."

In addition, she observes, the parents' presence introduces an "accountability factor" into the teacher-student relationship. "If parents are around, teachers will treat kids better and give them more attention," she says. "And children who get caring, loving attention do better in school."

Not Always Welcome

But parents' visits to schools on occasions other than pre-scheduled appointments often result in conflict. And teachers frequently are unwilling to comply with the full open-door policy sought by parents.

Mary Filardo, a mother of three schoolchildren in Washington, cites one example of the often halfhearted welcome offered to parents. For years, she says, her daughter's elementary school had a policy inviting parents to visit the school at any time. But no visitors were allowed on the second floor of the building, where all of the classrooms were located.

"There has always been the question of who controls the child's life in school," acknowledges Sandra Feldman, president of the United Federation of Teachers in New York City. "Teachers are always concerned that parents will interfere."

In other cases, educators say they have tried to involve parents, but to no avail.

Tom Hollister, executive director of Associated Pomona Teachers in Pomona, Calif., says, "I think teachers are convinced that parents just don't have the time to get involved."

"Teachers try to lay out a plan for parents," he asserts, "they try to meet with them to get them more involved, but then no one shows up."

A *Newsweek* poll released this spring, for example, found that more than half of all parents surveyed had not attended a single back-to-school night since the school year began, while 54 percent had not gone to a single parent organization meeting. Parents most often blamed their low participation on lack of time and conflicting work schedules.

'From the School to the Home'

In response to such findings, some experts contend that schools should devote more effort to helping parents reinforce their children's learning at home, and less time to in-school activities.

Continued on Following Page

Maria R. Bastone

Experts say that more contact between parents and teachers is vital to school-home collaboration. A Derby, Conn., kindergarten teacher, Madeline A. Mongillo, top, uses a phone-message system to stay in touch with parents every day. In El Paso, below, teachers make home visits. And in Boston, right, an I.R.E. research project has attempted to bring parents into the schools for more "face-to-face contact" with teachers.

Reluctant To Approach Parents/Teachers

Have you ever felt uneasy or reluctant about approaching a parent to talk about their child?

	Yes	No
Total Teachers	55%	45%

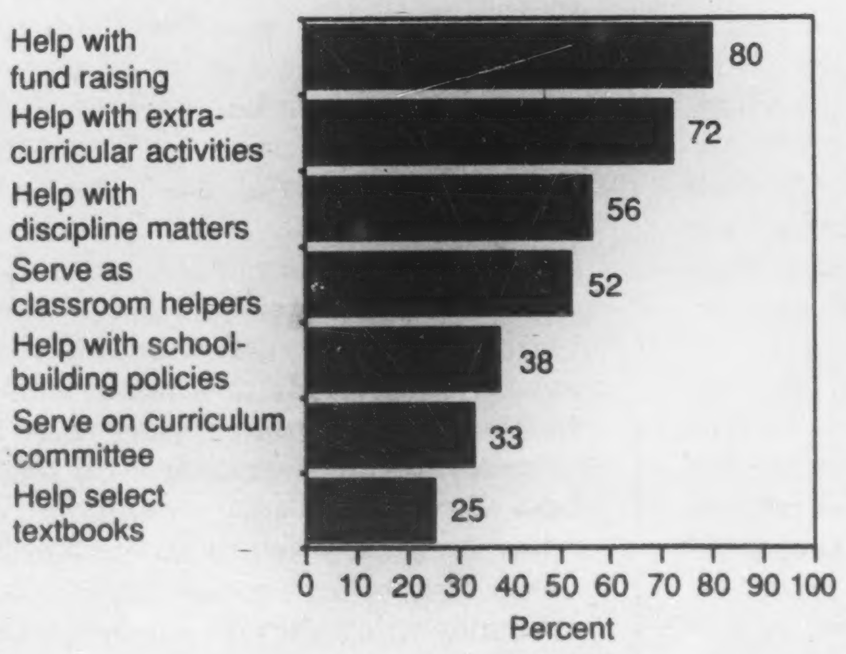
Have you ever felt awkward or reluctant about approaching a teacher to talk about your child?

	Yes	No
Total Parents	55%	45%

Source: The Metropolitan Life Survey of the American Teacher, 1987

Parent Involvement in the Schools

In which of the following ways, if any, are parents, in general, involved in your child's school?

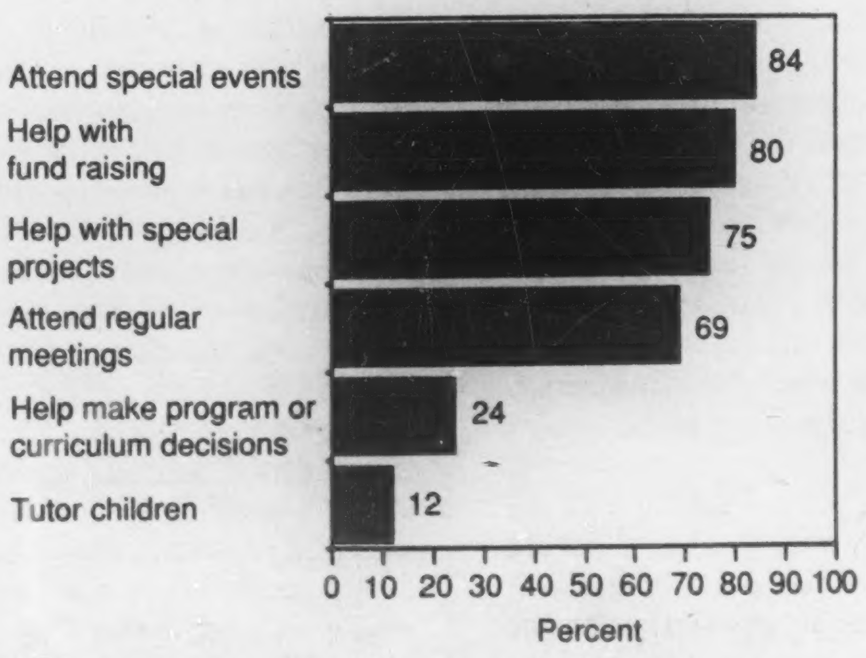


Base: Household heads with at least one child in grades K-12.

Source: The PTA/Dodge National Survey, Newsweek, Inc., 1990

Involvement With Parents' Group

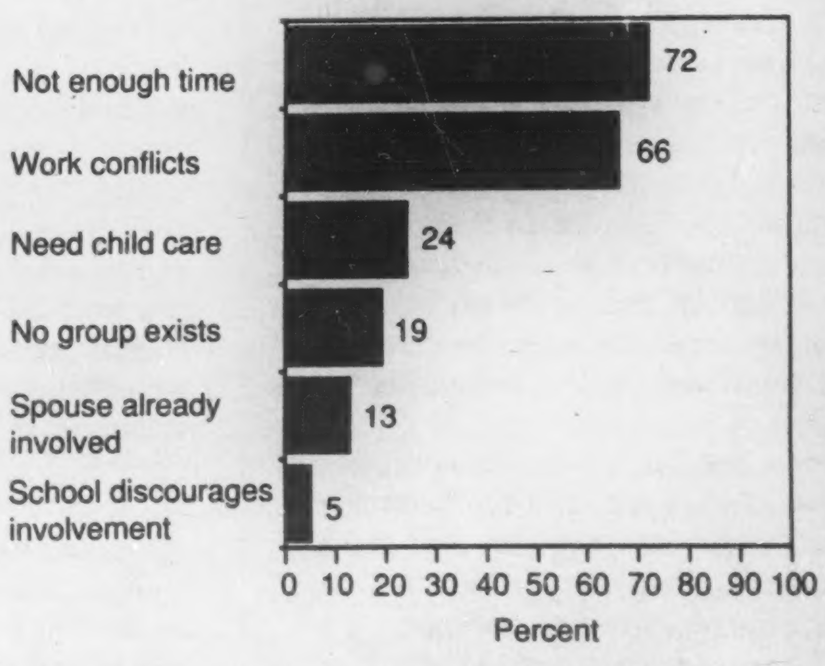
How are you involved with the parents' group at your child's school?



Base: Household heads who belong to parents' group at their child's school.

Lack of Involvement With Parents' Group

Which reasons help explain why you choose not to be involved in a parents' group?



Base: Household heads who do not belong to a parents' group.

English-Literacy Classes Help Avert Family Rifts

By Peter Schmidt

Gail Weinstein-Shr, a professor of education at Temple University, was working with Southeast Asian refugees in the Philadelphia area when she made a discovery: Educators were creating a rift between parents and their children by teaching the youngsters English-literacy skills the parents did not possess.

The pupils were frustrated that they had to translate for their parents, who knew little about the children's new life. The parents reported feeling isolated from their offspring and disadvantaged by having to rely on them for information about school.

"Everyone is torn when these conflicts arise," Ms. Weinstein-Shr says. "Every single generation has something to lose."

In an effort to bridge the gap between the generations, Ms. Weinstein-Shr helped establish Project Learning English Through Intergenerational Friendship—or LEIF—in 1985. The privately funded effort pairs adult refugees with college students who teach them English so that they can teach their children and grandchildren about their native land and customs.

Today, the program includes more than 200 volunteers at four locations in Philadelphia. It is one of dozens of recent initiatives nationwide designed to reach out to the parents of students with limited English proficiency.

Although little is known about the efficacy of such programs, their supporters report a growing level of enthusiasm and funding, spurred in part by interest in the broader area of family literacy.

'A Hot Issue'

"It's a hot issue. It's growing before it has had a chance to establish itself, before it has been defined," says Laura S. Bercovitz, project coordinator of the Northwest Educational Cooperative in Des Plaines, Ill.

The nonprofit agency operated a demonstration project from 1986 to 1989 that taught L.E.P. parents basic "survival" skills and how to understand and interact with the American school system. More than 200 copies of the curriculum for that program, Home English Literacy for Parents, have been distributed since then.

In an effort to gauge the effectiveness of educational programs for L.E.P. families, the U.S. Education Department's office of bilingual education and minority languages affairs is conducting a two-year descriptive study of 15 demonstration projects that it has funded through its Family English Literacy Program.

The study, contracted to the Atlantic Resources Council, began last October and is scheduled for completion by September 1991, according to OBEMLA officials.

Expanding Commitment

But even without data to support the effectiveness of the Family English Literacy Program, OBEMLA has been expanding its commitment to the initiative since it was authorized in 1984.

In the 1985 fiscal year, the program consisted of four three-year demonstration projects, totaling $500,000 annually. By fiscal 1989, OBEMLA had funded 35 such projects, with a total of $4.7 million in grants. And this fiscal year, it provided $4.9 million in funding.

According to Mary T. Mahony, coordinator of the federal program, all of the projects attempt to improve the academic performance of L.E.P. children by teaching their parents to teach them, by maintaining the cohesiveness of language-minority families, and by getting language-minority parents more involved in their children's schools.

The projects vary widely in curriculum and methods, however, primarily because they must accommodate diverse adult populations, Ms. Mahoney says.

'A New Deficit Model'?

Administrators of the programs also disagree over whether the schools or the parents should determine the curriculum for such programs.

Because many L.E.P. parents are recent immigrants, such efforts traditionally have told families how to shop, cook, and otherwise care for their children. And they have urged parents to tutor their youngsters by using activities similar to those taught in school.

More recently, however, literacy programs for L.E.P. families have begun to give parents greater control over the focus of the programs, based on the assumption that most parents already possess basic parenting skills—and are concerned about their children's education.

Elsa R. Auerbach, an assistant professor of bilingual and English-as-a-second-language graduate studies at the University of Massachusetts, coordinated the Family English Literacy Project at the University of Massachusetts-Boston from 1987 to 1989. Since then, she has emerged as a leading advocate of parental control over family literacy programs.

According to Ms. Auerbach, children gain literacy skills by participating in routine activities that take place in the home on a daily basis, not by engaging in special exercises recommended by the schools.

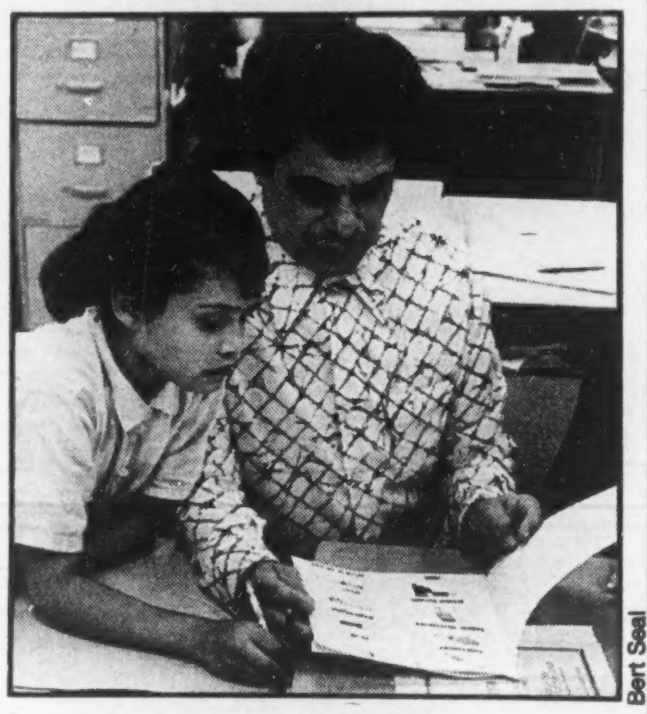
"One of the dangers of the whole attention to family literacy," Ms. Auerbach argues, "is that it becomes a new deficit model, which blames parents for problems with education and says there is something wrong with the family, and if we could only fix the family everything would be okay,"

"The parents have a lot of strengths that may not take the form that schools are usually accustomed to," she adds. "The starting point has to be the strengths of the families."

Diverse Program Offerings

The OBEMLA-funded Family English Literacy Programs are evenly divided between those that stress bilingual instruction and those that provide lessons in English. And they include an array of techniques for reaching out to L.E.P. parents. For example:

- A project begun by the Grand Rapids, Mich., schools in 1988 requests that parents and teachers sign a contract to collaborate in the education of L.E.P. preschoolers. Parents can take books home from a lending library to read to their children. Teachers assist the parents in understanding the vocabulary and concepts contained in the books.
- A program in the Baldwin Park (Calif.) Unified School District includes both English-as-a-second-language and bilingual-education techniques. It provides certificates of completion to immigrant parents who participate in the program, which they can use to help meet the language training required for U.S. citizenship.
- A program operated by the Bilinguals United for Educational Opportunity Center at the University of Colorado at Boulder attempts to reach Hispanic and Asian families in remote rural areas by collaborating with local social-service agencies.
- The Family English Literacy Through Books and Beyond program, in the Solana Beach, Calif., district, is modeled after a highly successful districtwide project that has become part of the U.S. Education Department's National Diffusion Network.


Bert Seal

Rudolfo Serratos and daughter Mercedes learn together as part of a family-literacy project in California.

According to M. Susan Holtkamp, literacy project director for the district, participating families meet at an elementary school for two hours each week. Parents and children spend the first hour working together on an E.S.L. lesson that teaches them how adapt to American society. During the second hour, children focus on literature, while their parents receive training in English and parenting skills.

Other L.E.P. families are served through the federal Even Start program, which works with the parents of disadvantaged children under age 7.

In addition, according to Meta W. Potts, director of adult-learning services at the National Center for Family Literacy, new family-literacy programs are being established as a result of the Family Support Act of 1988. The law requires states to establish a Job Opportunities and Basic Skills Training Program for welfare recipients that includes the provision of educational services.

A network of Family Learning Centers has also been created by Service, Employment, and Redevelopment—a nonprofit, Dallas-based organization founded by Hispanic groups. The centers are designed to improve the education of Hispanic students and reduce Hispanic illiteracy rates.

The centers were piloted at three sites, in Milwaukee, Washington, and Grand Junction, Colo., in 1986. Today, there are 37 sites funded with $6.5 million in federal grants and private donations. ■

Continued from Preceding Page

"To involve more parents more often and more productively" argues Ms. Epstein, "requires changing the major location of parent involvement from the school to the home, changing the major emphasis from general policies to specific skills, and changing the major target from the general population of students or school staff to the individual child at home."

She is one of several experts nationwide who have developed models to help parents work with their children at home on school-related skills. Her program, "Teachers Involve Parents in Schoolwork," offers training for teachers to involve elementary- and middle-school parents in their children's homework assignments.

The program targets mathematics and science instruction in the elementary grades and social-studies instruction at the middle-school level. The goal is to help teachers guide parents through structured homework assignments that must be completed by the parent and child together.

Dorothy Rich, founder of the Home and School Institute Inc., has also been pressing for increased parent involvement at home for more than 20 years.

Drawing on ideas in her book *Megaskills: How Families Can Help Children Succeed in School and Beyond*, Ms. Rich has created the Megaskills Education Center, which offers parent-training workshops across the country.

The program teaches parents to provide their children with the motivation, basic skills, and attitudes needed to succeed in school, rather than reinforcing specific in-school lessons. Students whose parents have participated in the program have shown improvement in reading, reasoning, and visual-aural skills, according to Ms. Rich.

Some programs are even sending teachers directly into students' homes to work with families. In El Paso, Tex., for example, "Project Care" provides substitutes for teachers who would like to visit parents at home during the school day.

Gloria Barragan, the project's director, says teachers were impressed by how eager even the most hard-to-reach parents were to work with their children, once they were shown how they could provide educational activities at home.

Parents as Decisionmakers

Others argue that, especially for poor and minority parents who have been disenfranchised by the educational system, attempts to foster stronger school-home ties must include giving parents a greater say in school decisionmaking.

That concept is a basic premise of the school-improvement model developed by the psychiatrist James P. Comer at Yale University's Child Study Center.

Dr. Comer contends that involving parents on governance councils that have direct input into school operations can help lessen parents' distrust of educators.

The model, which is being replicated across the country through a $15-million Rockefeller Foundation grant, focuses on children's academic, social, and emotional development through the use of teams composed of teachers, parents, and child-development specialists.

As part of the "Accelerated Schools" model developed by Mr. Levin at Stanford University, parents and teachers also collaborate in making important school decisions.

"Unless we can create schools in which . . . there are decisions that parents can make that have meaning for their children," Mr. Levin maintains, "parental involvement must necessarily be limited."

Involving parents in decisionmaking,

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States' Role in Aiding Initiatives 'Mainly Symbolic'

Continued from Page 29

however, has often proven problematic because of the potential for turf conflicts between educators and parents.

Ms. Honig of California says she designed the Q.E.P. program to avoid the school-governance issue for just that reason. "School boards would be too threatened" by a governance role for parents, she asserts.

'Words Are Meaningless' Without Support

Experts generally agree that the most effective parent-involvement programs employ a combination of approaches. Individual strategies, they say, are less important than that the efforts be comprehensive and sustained.

In contrast, existing programs still tend to be fragmented and limited in scope—in part, because of inadequate funding.

"Even when assistance is made available, there are often strings attached," notes Ms. Barragan of Project Care.

Many programs are struggling to survive on private funds, unable to convince cost-conscious school boards or state legislatures of the importance of their work.

The phone-message service created in Connecticut, for example, was scheduled to end this June, after the pilot project was completed. So far, district officials have not made a commitment to continue it.

The videotape project in Illinois ended earlier this year because the school lacked the money to buy a video camera after the initial mini-grant ran out.

And Boston's David Ellis school is in danger of losing its parent center because of overcrowding. District officials consider the room an empty classroom that should hold another group of kindergartners.

In addition, experts note that training for teachers and parents to improve home-school collaboration is sorely lacking.

"Teachers are never taught to work with adults," says Jean Krasnow, a senior researcher with the I.R.E. "There's never any discussion of the tension that exists there."

Those tracking such initiatives also say that a dearth of visible role models and weak state and district leadership have thwarted parent-involvement efforts.

Seven 'Essential Elements'

Mr. Williams of the Southwest Educational Development Laboratory has identified seven "essential elements" that he says can help parent-involvement programs succeed. These include:

- Written policies at the district and school levels that establish the legitimacy of parent-involvement activities.
- Three types of support from school administrators: funding designated in the main budget; materials, equipment, and meeting space; and designation of people to carry out program efforts.
- Training for school staff members and parents to help them develop partnership skills.
- Joint planning, goal-setting, and assessment by teachers, parents, and administrators.
- Frequent, two-way communication between home and school. Parents should feel comfortable coming to school, and staff members should welcome their involvement.
- Connections with other programs, information systems, and resources that serve families, such as social-service agencies.
- Regular evaluations and revisions, where necessary.

"Words about the importance of parent involvement are meaningless without financial and technical support," says Ms. Epstein of Johns Hopkins University.

"State education agencies have offered mainly symbolic, verbal support for the importance of parent involvement," she maintains, "but little financial support for staff and programs needed to improve parent understanding, teacher practices, and family and school connections."

'A Long Way To Go'

A 50-state survey released this spring—"Assessing State Parental Involvement Legislation and Regulations: Is the Cup Half Empty or Half Full?"—supports Ms. Epstein's criticisms.

Of the 47 states responding to the survey, 20 had enacted some type of legislation to promote school-home collaboration. But most of those simply encouraged districts to reach out to parents as part of a broader school initiative, such as Head Start, Chapter 1, or the Education for All Handicapped Children Act.

Only four states had mandated that districts involve parents in the education of their children, and in each case there were limits on the type of participation required.

For example, two of the states, Missouri and Oregon, required districts to work with parents before their children reached school age, but not after.

The other two states, South Carolina and Massachusetts, focused only on involving parents on advisory councils that monitor school improvement.

"It can be seen that, while making inroads, parent involvement as an integral element in the educational process still has a long way to go," the report concluded.

Another report, released last July, found that state education agencies "offer only lip service to advancing improved home-school connections."

The report analyzed the number of staff members in each state responsible for coordinating school-home programs. It found that state education agencies had allocated only one full-time employee for every 500,000 public-school students nationwide.

"Even those states that might claim to provide leadership in parent-involvement practices," it concluded, "are providing insufficient monetary and human resources to ensure healthy and continued collaboration on the district and local level between the school and home."

State and District Action

A few states and districts are trying to promote more aggressive efforts.

Dade County, Fla., and San Diego adopted far-reaching parent-involvement policies this year. Neither district mandates such programs, but both offer financial incentives and technical assistance to help schools develop parent-participation programs.

The Dade County policy, adopted in April, was forged by a task force of school officials, teachers, parents, and community members, who often clashed over components of the plan.

The policy they finally agreed on offers parents a "bill of rights," according to Betsy Kaplan, the school-board member who initiated the concept. Parents are guaranteed an equal role on school-governance committees at every school, and they have a say in the selection of principals and teachers.

The district has established an office of parent involvement, with a full-time coordinator. In addition to general parent-education workshops, training is offered to school staff members and parents to help them learn to collaborate.

The district is also lobbying local businesses to offer employees leave time to become involved in their children's schools. And district officials are pushing for local teacher-education programs to include training on the role of parents in education.

Ms. Kaplan emphasizes that the Dade County plan will attempt to include "all kinds of parents," not just a limited few.

"There are parents out there who aren't doing the best job, and there are teachers and principals who aren't doing the best job. But if we keep parents out of the education process, none of them will be able to do the best job for their children," she argues.

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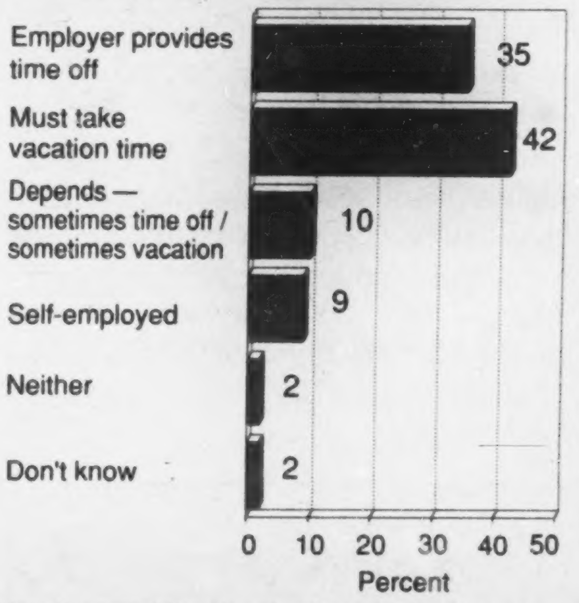
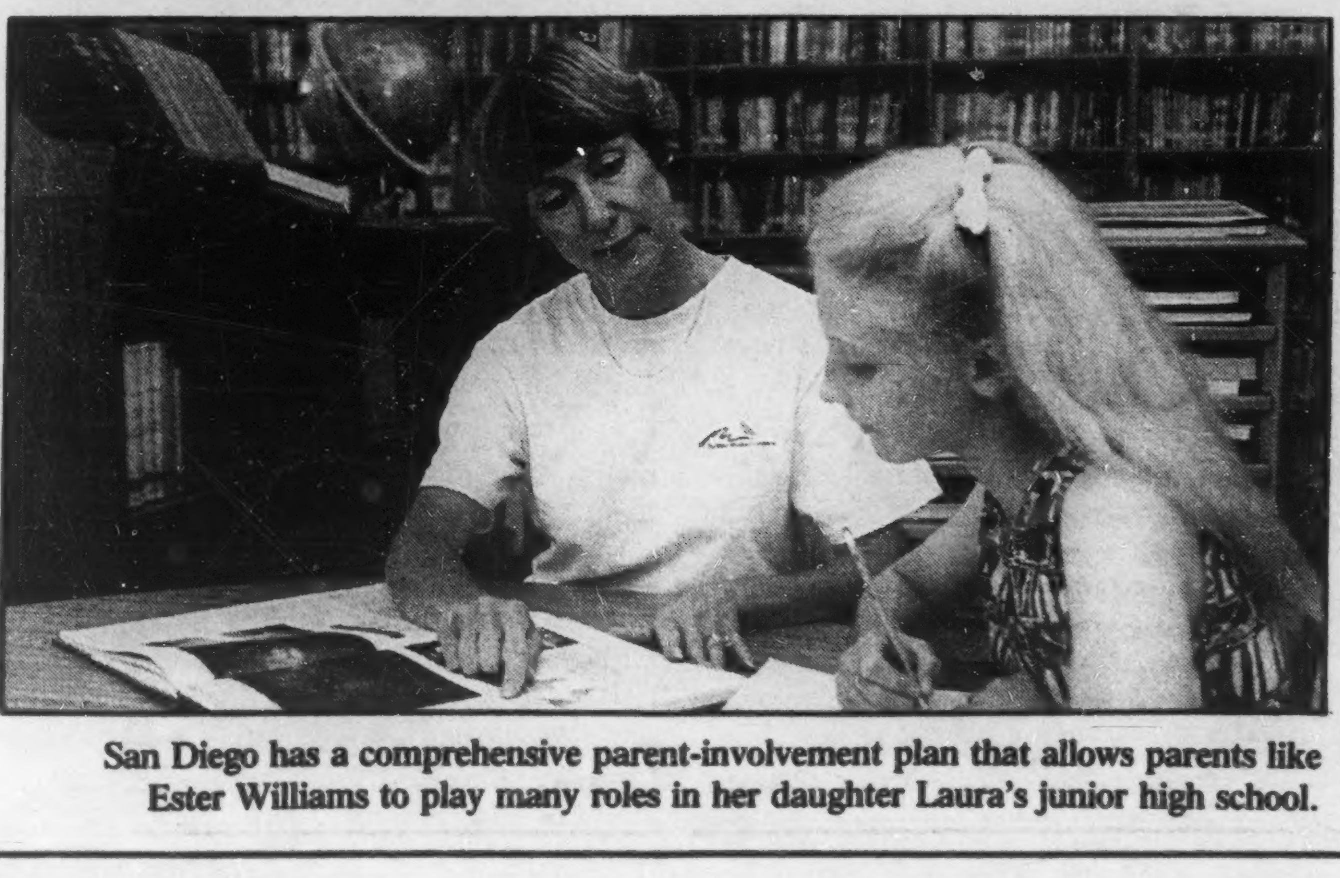
Time Off From Work

Does your employer provide you with time off for important school conferences or activities, or must you take vacation time to attend these school affairs?



Base: Household heads with at least one child in grades K-12 and who are employed.

Source: The PTA/Dodge National Survey, Newsweek Inc., 1990



San Diego has a comprehensive parent-involvement plan that allows parents like Ester Williams to play many roles in her daughter Laura's junior high school.

If parents are in the school building at all times, and are listened to . . . the school's whole climate will change.

—*Anne Henderson*

Before we came in, there was a sign on the outside of the school saying, 'Parents: Wait outside for your children.'

—*Vivian Johnson*

Teachers are convinced that parents just don't have the time to get involved . . . no one shows up.

—*Tom Hollister*

People are running to parent involvement as a Band-Aid to fix things. But it won't unless it's part of an overall plan.

—*Janet Chrispeels*

Continued from Page 31

The San Diego policy also offers parents a role in school decisionmaking. In addition, the new office of parent involvement has developed a series of guidebooks and other literature to promote school-home collaboration.

The policy, which will take three years to carry out, establishes an action plan for schools that includes strategies to improve communication, involve parents at the school site, and make better use of community resources.

Janet Chrispeels, coordinator of the district policy, notes that the San Diego program was developed as part of a broader reform plan.

"People are running to parent involvement as a Band-Aid to fix things, but frankly it won't work unless it is part of an overall school-improvement plan," she contends.

Although San Diego officials developed their plan locally, its success is related to a state policy promoting parent involvement that was adopted last year.

California was the first state to adopt a comprehensive policy calling for increased parent involvement in education.

Since then, officials in several other states have indicated interest in the concept. For example:

- In Minnesota, legislators passed a bill last October that calls for the creation of a comprehensive parent-involvement plan. A state conference—including a wide range of parent advocates, educators, community leaders, social-service workers, and state officials—was held in April to begin drafting a model policy.

A key component of the plan will be financial incentives to promote innovative school-home partnerships, according to state Representative Ken G. Nelson, a sponsor of the bill.

- Joseph Shilling, state superintendent of education in Maryland, in May included increased parent involvement as one of 10 goals for the school system. Plans for a statewide policy have not yet been released, but the superintendent is calling for nontraditional, collaborative relationships between homes, schools, and communities.
- Mississippi lawmakers this spring approved a reform package, called Better Education for Success Tomorrow, or BEST, that includes both carrots and sticks to promote increased parental involvement in education. The package, as yet unfunded, includes a plan to help lower the dropout rate by coordinating community services for parents through the workplace, churches, schools, and other institutions.

In addition, the law requires parents to attend disciplinary conferences for their children or face a misdemeanor charge or a fine of up to $2,000.

'Waiting for the Revolution'

But Don Davies, executive director of the Institute for Responsive Education, says he has grown impatient waiting for "the revolution" to come from state and district initiatives.

In an effort to promote successful programs, and help schools share ideas on how to involve parents, the I.R.E. has established a League of Schools Reaching Out in 19 urban districts across the country.

The 37 league schools were chosen for having taken "the first step toward forging new partnerships to support students both in and out of the classroom," Mr. Davies says.

Through the network, the schools will share ideas for promoting parent involvement with each other and with other interested groups.

Mr. Davies says he also plans to develop a model for collaboration based on findings from the I.R.E.'s efforts at the David Ellis school and a sister laboratory school in New York City.

In an upcoming report on his work with the Ellis school, Mr. Davies concludes that "the educational revolution is likely to occur in small stages, gradually and painfully, with many starts and stops."

"It is better to begin with some ideas that work and that can be achieved by ordinary people with reasonable effort," he argues.

Although the research project at the David Ellis school is over and the I.R.E. officials do not expect to continue working as closely with parents and teachers there, the school-home partnership is expected to continue.

"Some people say that, when we leave, the teachers will all go back into their classrooms and shut the door, and the parents will go back home," says Ms. Krasnow of the I.R.E. "But I think the teachers here are ready to go on to another level. They started the change, and I think it won't be stopped." ■

This special series on parental involvement in education is being underwritten by the John D. and Catherine T. MacArthur Foundation.

Status of Parent-Involvement Legislation/Guidelines by State

State	Legislation	Guidelines	No Legislation/ Guidelines	No Response
Alabama			●	
Alaska			●	
Arizona	●			
Arkansas	●			
California		●		
Colorado		●		
Connecticut	●			
Delaware			●	
Florida	●			
Georgia	●			
Hawaii		●		
Idaho			●	
Illinois	●			
Indiana				●
Iowa				●
Kansas			●	
Kentucky			●	
Louisiana		●		
Maine	●			
Maryland	●			
Massachusetts	●			
Michigan	●			
Minnesota			●	
Mississippi			●	
Missouri	●			
Montana			●	
Nebraska		●		
Nevada			●	
New Hampshire			●	
New Jersey	●			
New Mexico			●	
New York	●			
North Carolina			●	
North Dakota			●	
Ohio			●	
Oklahoma			●	
Oregon	●			
Pennsylvania	●			
Rhode Island			●	
South Carolina	●			
South Dakota			●	
Tennessee	●			
Texas	●			
Utah	●			
Vermont			●	
Virginia			●	
Washington				●
West Virginia	●			
Wisconsin		●		
Wyoming			●	
TOTAL	20	6	21	3

Source: "Assessing State Parental-Involvement Legislation and Regulations," Frank Nardine,1990

Kathy McLaughlin/USA Today

In Baltimore, the focus is on parent involvement in middle schools. Experts say older pupils can benefit.

Resources on School-Parent Linkages

Publications:

Beyond the Bake Sale: An Educator's Guide to Working With Parents (1986) by Anne T. Henderson, Carl L. Marburger, and Theodora Ooms. Available for $8.95 from National Committee on Citizens in Education (see below).

Communicating with Parents by Janet Chrispeels. Available for $28 from San Diego County Office of Education, 6401 Linda Vista Rd., Room 407, San Diego, Calif. 92111-7399.

First Teachers: A Family Literacy Handbook for Parents, Policy Makers, and Literacy Providers (1990). Available for $4 from Barbara Bush Foundation for Family Literacy, 1002 Wisconsin Ave., N.W., Washington, D.C. 20007.

The Home-School Connection: Selected Partnership Programs in Large Cities (1982) by C. Collins, O. Moles, and M. Cross. Available for $8 from Institute for Responsive Education (see below).

Improving the Home-School Connection (1989) by Carol Ascher. Available for $3 from Teachers College, Columbia University, New York, N.Y. 10027.

A New Paradigm for Parent Involvement by David Seeley. In *Educational Leadership*, October 1989, pp. 47-48.

Parent Participation in the Schools by James Comer. In *Phi Delta Kappan*, February 1986, pp. 442-446.

Partners for Student Success: A Handbook for Principals (1990) by Janet Chrispeels, Beatrice Fernandez, and Jeana Preston. Available for $10 through San Diego City Schools, Community Relations and Integration Services Division, 4100 Normal St., Room 2109, San Diego, Calif. 92103.

Resource Organizations:

Center for Social Organization of Schools, Johns Hopkins University, 3505 North Charles St., Baltimore, Md. 21218; (301) 338-7570.

Home and School Institute, 1201 16th St., N.W., Washington, D.C. 20036; (202) 466-3633.

National Committee for Citizens in Education, 10840 Little Patuxent Pkwy., #301, Columbia, Md. 21044-3199; (301) 977-9300.

Southwest Educational Development Laboratory, 211 East 7th St., Austin, Tex. 78701; (512) 476-6861.

Institute for Responsive Education, 605 Commonwealth Ave., Boston, Mass. 02215; (617) 353-3309.

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Williams Charts A New Agenda For Rights Office

Moves Seen as Break With Reagan Policies

By Julie A. Miller

WASHINGTON—Michael L. Williams, the Education Department's new assistant secretary for civil rights, has announced that he plans to focus the agency's attention on issues that civil-rights advocates contend were considered "off limits" under the Reagan Administration.

Mr. Williams said the office for civil rights will focus compliance reviews—probes initiated by the agency without a specific complaint—on ability grouping, the treatment of children whose native language is not English, schools' policies toward pregnant teenagers, and racial harassment on college campuses.

"They're the educational equity issues of the 90's," Mr. Williams said in a wide-ranging session with reporters last month. "Does that mean there's a new breeze blowing? I don't know."

"I believe very strongly in George Bush, and I believe the President would want me to tackle the issues that are out there," he said, adding, "I didn't ask anybody's permission."

"I don't have any way of knowing if there were off-limits issues in the past," Mr. Williams said.

He said he planned to unveil next month a "national enforcement strategy," further detailing his agenda for the O.C.R. The unprecedented document will outline his view of the agency's enforcement role, his priorities, and how the O.C.R. will divide its resources among its responsibilities.

Advocates have been particularly vocal in urging the O.C.R. to investigate a range of issues related to ability grouping—including academic tracking, the disproportionate placement of minority children in special education, unequal application of disci-

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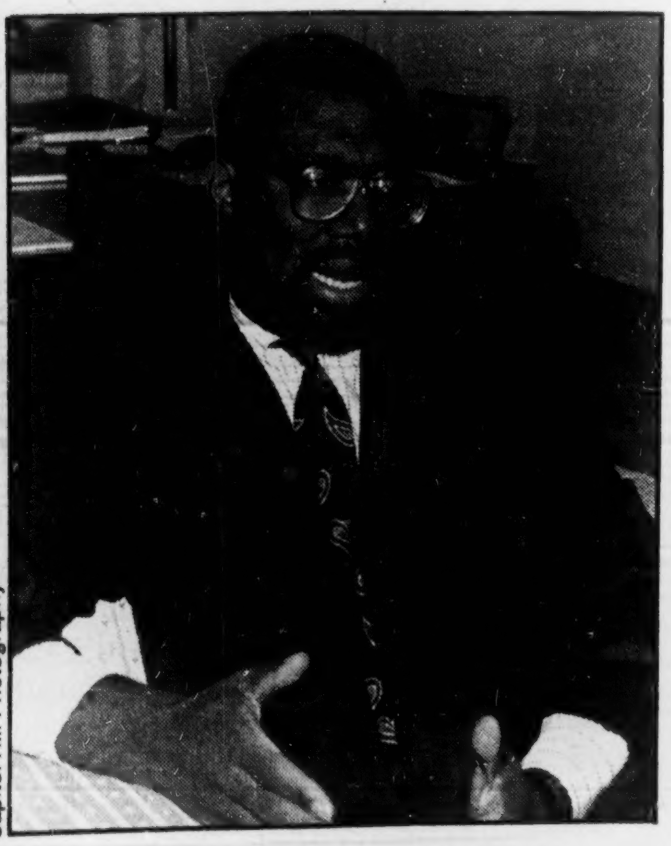
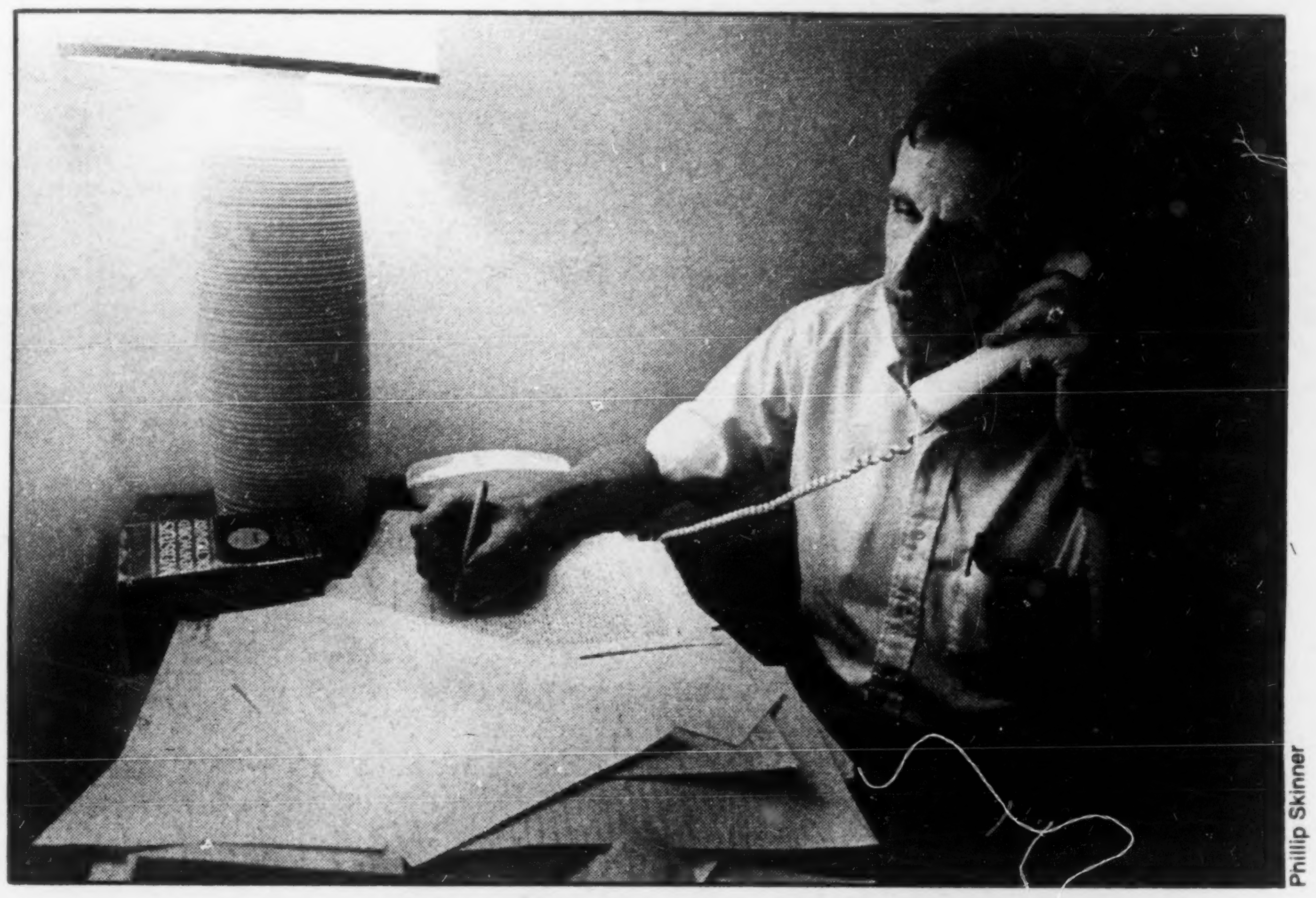


Capitol Hill Photography

Michael L. Williams, E.D.'s new assistant secretary for civil rights.

Turmoil in Gulf Hits Mideast's American Schools



Phillip Skinner

Ralph Jahr, hired as superintendent of the now-closed American School of Kuwait, conducts business from his temporary home in Fort Lauderdale, Fla.

Enrollments Off, They Strive for 'Normal' Year

By Mark Walsh

Ralph Jahr was on a jet bound for Kuwait early on Aug. 2 to begin a new job as superintendent of the American School there.

Suddenly, the pilot came over the intercom and announced that the plane was diverting to Bahrain, in the Persian Gulf off the coast of Saudi Arabia.

"We landed before the stewardesses could even take breakfast trays off the tables," Mr. Jahr recalled. "I think the pilot wanted to get out of the air as fast as possible."

The reason soon became evident to Mr. Jahr and the other passengers. Iraq was in the process of invading Kuwait, setting off the most serious international crisis since the waning of the Cold War.

The plight of Americans and other foreign nationals taken hostage by Iraqi President Saddam Hussein in the wake of the invasion, or otherwise threatened by the turmoil in the Gulf, has cast light on the world of expatriate workers and their families in the Middle East.

In most countries there, at least one American-curriculum school exists to serve the U.S. community and keep its children on track for easy re-entry to schools at home or admission to American colleges and universities.

Due to summer breaks, many American teachers and administrators at such schools in Kuwait and Iraq were out of the country at the time of the invasion. And there were reports that some American educators in those countries managed to escape in the days following the invasion, as did thousands of other foreign nationals.

For those Americans remaining in Kuwait and Iraq, the question of schooling for their children has, no doubt, taken a back seat to concerns for personal safety. As of last week, there was no evidence that schools serving the expatriate community in the two countries would be operating as usual.

In other Middle Eastern countries, however, educators at American and international schools were busy preparing for a

Continued on Page 24

School Officials Scramble To Blunt Impact of Surge in Gasoline Prices

By Lonnie Harp

Surging gasoline prices are forcing school administrators across the nation to recalculate transportation budgets and dust off conservation measures last used during the oil crises of the 1970's, as unrest in the Middle East threatens to take its toll on school spending plans.

The upset in the world oil market touched off by Iraq's invasion of Kuwait and the ensuing threat of war in the Persian Gulf region quickly hit home. State and local school-transportation officials in many areas report 50 percent increases in fuel prices between summer, when they last filled their bulk tanks, and today's rate.

The rising gasoline prices—which some states estimate will cost more than $100,000 over the course of the school year for every penny increase in the average price of gas—are leading top school officials to develop requests for supplemental funding when state legislatures convene this winter.

While some fuel costs, such as heating oil for buildings, can be postponed until cold weather arrives and current supplies are exhausted, the higher price of running school buses, which often burn a gallon of fuel every five miles, is cause for immediate concern.

"We know it's going to have an impact, and we're already putting our proposal together," said Don M. Carnahan, director of pupil transportation for Washington State. School officials there already plan to re-

Continued on Page 23

Despite Doubts, NAEP Panel Meets To Set First National Standards for Achievement

By Robert Rothman

ESSEX JUNCTION, VT.—After expressing misgivings about the process, a group of educators, business leaders, and public officials met here last month to set what could become the first national standards for student achievement.

Taking what some officials called a historic step, the 71 judges analyzed each of the questions on the 1990 National Assessment of Educational Progress test in mathematics, and made judgments about whether students at "basic," "proficient," and "advanced" levels of achievement should be able to answer them correctly.

Their decisions will be compiled into a report, expected to be released this month, that will outline how students at each of the three levels of performance in grades 4, 8, and 12 should perform on the assessment.

If their proposals are adopted by the National Assessment Governing Board, next spring that panel will report the results of the math assessment—the first to include state-by-state data—by comparing how students actually measured up to the standards. In the past, NAEP has simply described how students performed on the assessments.

Some participants in the process, however, questioned whether the exercise would produce improvements in education. Noting that the procedure they used is normally employed by small groups setting a sin-

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Also in the news

7 **Key to a Degree?**
Minorities who graduate from predominantly white high schools are found more likely to complete college.

8 **Rumbles in Rochester**
A salary dispute may derail progress toward yet another groundbreaking contract for teachers.

34 **Special-Ed. Standoff**
E.D. moves to halt federal aid to the Georgia education department and the DeKalb County schools.

IN SUMMARY

A Historic First
Leaders of 20 subject-matter groups met behind closed doors last week in an effort to forge a common understanding about what should be taught in the nation's schools. **Page 6.**

Teacher Dissatisfaction
A Carnegie Foundation report to be released this week concludes that teachers are much less satisfied than they were three years ago with the degree of control they have over their professional lives. **Page 9.**

Defying Deukmejian
State Controller Gray Davis of California last week defied Gov. George Deukmejian and announced that he would begin sending school districts funds the Governor had impounded. **Page 30.**

Who Monitors the Goals?
The White House and the nation's governors appear headed for a fight with the Congress over how to monitor progress toward the national education goals set earlier this year. **Page 34.**

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FORUM

NACAC Statement on Precollege Guidance and Counseling and the Role of the School Counselor
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The National Association of Professional Educators
Statement on Page 47

Events and Index Supplement

A special pullout section listing education conferences for 1990-91 and containing the index to *Education Week*'s Volume IX
Begins opposite page 28

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ACROSS THE NATION

NATIONAL

K-12 Spending Rises by 7.2 Percent, To Record $231 Billion for 1990-91

Total education spending during the 1990-91 school year will rise by 6.9 percent, to a record $359 billion, the U.S. Education Department predicts in its annual back-to-school forecast.

Precollegiate education, public and private, will get the largest percentage increase, with outlays from local, state, federal, and private sources estimated to be $231 billion, a 7.2 percent jump from 1989-90. When adjusted for inflation, that is a 34 percent increase since 1980-81, the department says.

Spending at the nation's public and private colleges and universities is expected to total an estimated $152.5 billion, or 6.5 percent over last year. After adjustment for inflation, that represents a 41 percent increase since 1980-81, the department says.

The report also predicts that:

- The average per-pupil expenditure in public elementary and secondary schools will reach a record $5,638, a $354 increase over last year.
- The average salary of public K-12 teachers will reach $33,300, a 6 percent increase over last year.
- Total elementary and secondary enrollment will climb by 200,000 students, to 46.2 million.

■ **Enrollment at independent private schools increased slightly last year, and was up about 2 percent throughout the 1980's,** according to a new study by the National Association of Independent Schools.

Enrollment grew 0.7 percent from the 1988-89 school year to 1989-90 at a core sample of longstanding N.A.I.S. member schools, the study says.

Despite a slight decrease in the number of school-age children in the United States in the 1980's, independent-school enrollment increased from 305,144 in 1981-82 to 311,948 in 1989-90—a 2.2 percent change.

John C. Esty Jr., president of the N.A.I.S., noted that enrollment in preschool to 2nd grade at member schools increased by about 28 percent.

"A new generation of parents has demonstrated its confidence in independent schools," he said.

■ **Although attempts to censor what children read and learn in school were on the rise last year, the censors seemed to win fewer cases,** according to a report issued last week by People for the American Way.

The constitutional-liberties watchdog group documented 244 efforts over the last school year by parents or school officials in 39 states to ban books or lessons they deemed to be dangerous or offensive. That number represented an increase over the previous school year's total of 179 incidents nationwide.

But censors were successful in fewer than one-third of those cases, according to the report. Over the 1988-89 school year, in contrast, nearly half of such requests were granted.

The report's authors attributed the decline to increased efforts on the part of school officials to develop written guidelines for handling censorship demands.

■ **The U.S. Consumer Product Safety Commission has announced that it is establishing guidelines for determining whether arts and crafts materials present chronic long-term health hazards and should be given warning labels,** as required by a new federal law.

The new labeling standards, to take effect in November, were mandated in the Labeling of Hazardous Materials Act of 1988.

All arts and crafts materials determined to present a chronic hazard will be required to carry warning labels that identify hazardous ingredients and list guidelines for safe use. The new label will supplement current labeling for acute hazards such as flammability or irritation.

The commission advises elementary schools not to purchase potentially hazardous arts or crafts materials for use by students under age 12.

■ **The RJR Nabisco Foundation has announced that it is accepting applications for the second round of its "Next Century Schools" grants**, designed to support "risktaking and entrepreneurship" in education.

Last year, the foundation awarded $8.5 million to 15 schools in nine states. The awards ranged from $100,000 to $250,000 per year for three years. The foundation has pledged to provide a total of $30 million over five years.

Applications must be received by Oct. 31. Finalists will be chosen in January and asked to submit more detailed proposals in March. Winners will be announced in April.

An evaluation of schools receiving grants is being conducted by education professors at the University of Tennessee.

More information is available from the Next Century Schools Fund, RJR Nabisco Foundation, Suite 550, 1455 Pennsylvania Ave., N.W., Washington D.C. 20004.

■ **The National Association for the Advancement of Colored People and about 100 other organizations have created a coalition to work to improve social and economic conditions in the black community.**

The National Association of Black Organizations, formed last month, will focus on ways that the black community can help itself. The group will establish a network for sharing information; research, analyze, and make recommendations on socioeconomic issues facing blacks; develop strategies for supporting black institutions; and identify and replicate effective self-help initiatives in local communities.

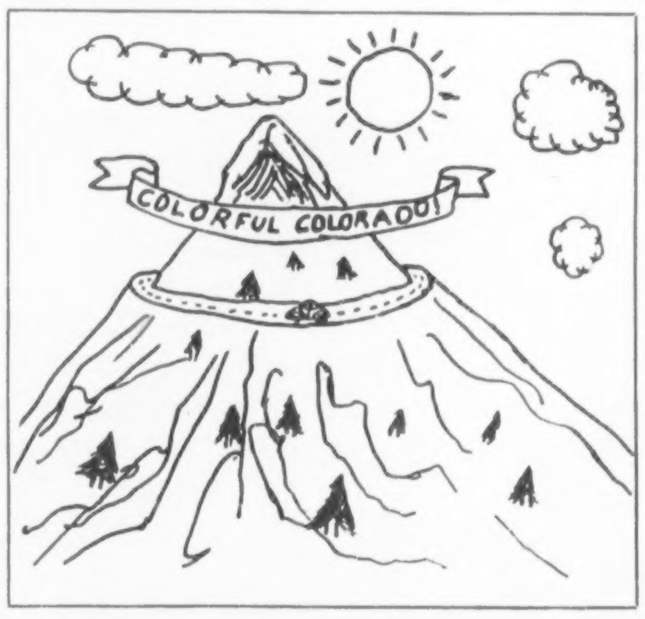
James D. Williams, a spokesman for the N.A.A.C.P., said the new coalition was likely to look at such issues as teenage pregnancy and dropouts. The coalition's agenda and structure, he said, will be hammered out at a meeting later this month.

■ **In a state-by-state ranking of schools published by the newly formed American Association of Parents and Children, only two states, Connecticut and Wyoming, earned strong grades in every area measured.**

The nonprofit organization was launched in July to offer parents guidance on how to improve their children's educational achievement and help them plan for college.

In a survey released late last month, the A.A.P.C. rated states on such factors as parental apathy as judged by teachers, rates of participation in Head Start, pupil-teacher ratios, per-pupil spending, graduation rates, and scores on the Scholastic Aptitude Test and American College Testing Program assessment. The data were compiled from a variety of education re-

A Colorado Baedeker, Kid-Style


COLORFUL COLORADO!

Looking for an exciting field-trip location in Colorado? How about Frontier Park, which features a "funny outhouse shaped like a Christmas tree"? Or maybe you'd prefer the "big, dark, noisy, scary power generating station" in Denver?

In "Explore Colorado Kid Style," a new regional guidebook, 71 Jefferson County students offer their youthful perspectives on the sights to see and places to go in Colorado's Front Range.

Sponsored by the Westridge Elementary P.T.A., the book is the fourth in a series published through the school's summer enrichment program. This summer, 26 teachers received college credit while teaching 4th- through 6th-graders about publishing.

These "mentors" helped to check the accuracy of students' comments, although they practiced a high degree of tolerance in editing. "We left the candid things in," says Judy Cozzens, founder of the program.

For example, they spared the interesting observations that the Governor's Mansion in Denver is "a real big house," and that a tour of the U.S. Mint inspired in a young visitor "the great urge to take a plunge into the barrels of coins!"

Greater restraint may have been necessary in the description of a chamber pot's nocturnal function. "In the morning, the children would empty it," the young author wrote.

The students also rated restaurants, one of which featured a menu that is "low in salt and would be good for everyone, even your grandparents."

And one budding critic observed that "the best food depends on your palate."

Copies are available for $8.45 each, including postage and handling, from Explore Colorado Kid Style, P.O. Box 6992, Denver, Colo. 80206. —S.K.G.

MEDIA

Education is getting a great deal of attention this month from three major television networks.

This week, CBS News has mustered its newsgathering forces for a major effort on the topic, including special reports on the evening news, a prime-time special, and a national conference.

The centerpiece of the network's "Project Education" will be a two-hour special, "America's Toughest Assignment: Solving the Education Crisis." The program, to be anchored by Charles Kuralt, will present nine recommendations for improving the nation's schools, and will show examples from schools around the nation. The special airs at 9 P.M. Eastern time on Thursday, Sept. 6.

On the same night, following the late local news (11:30 P.M. Eastern time), CBS will air a one-hour forum including teachers, students, and community leaders around the nation.

On Wednesday, Sept. 5, CBS News is bringing together education experts for a national conference to discuss such topics as teachers, school finance, and student assessment. Portions of the conference will be broadcast on the "CBS Nightwatch" program on Friday, Sept. 7, from 2 A.M. to 4 A.M. Eastern time.

Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, is the educational consultant for the network's effort.

■

Meanwhile, on the Public Broadcasting Service, the correspondent Roger Mudd this week will present a follow-up to last year's "Learning in America" documentary series.

"Learning in America: Schools That Work" is scheduled to air from 9 to 11 P.M. on Wednesday, Sept. 5, although viewers should check local listings. The program will look at four thriving elementary schools—in Manhattan, Kan.; Landover, Md.; Lowell, Mass.; and Corpus Christi, Tex.

The program is a co-production of MacNeil/Lehrer Productions and public-television station WETA in Washington.

■

On Sunday, Sept. 9, the Cable News Network will air a one-hour report, "The Education Revolution," examining such issues as school choice, computers in the schools, and partnerships with business. The special airs at 9 P.M. Eastern time.

■

Next April, the entertainment divisions of the four major broadcast networks—ABC, CBS, NBC, and Fox—plan to spend a week incorporating educational themes into their regular series, such as portraying teachers as role models.

The networks announced the project last month in Hollywood, Calif., although the specifics remain sketchy.

—M.W.

Gallup Poll Finds Doubts Goals Can Be Met by 2000

By Lynn Olson

Washington—Americans support the national education goals adopted last February by President Bush and the nation's governors but doubt they can be achieved by the year 2000, according to the 22nd Annual Gallup/Phi Delta Kappa poll.

More than three-quarters of the 1,594 adults interviewed by the Gallup Organization in April and May attached a high priority to all six of the national goals.

But only 19 percent to 50 percent of the respondents believed that any particular goal was likely or very likely to be achieved in the next 10 years.

The only objective that even half the respondents thought the nation might attain by the turn of the century was preparing all children to learn before they begin school.

"My guess is that if you took the same public and really probed with them what's going to be required to achieve that goal . . . the percentage would go down," said Lowell C. Rose, executive director of Phi Delta Kappa International, at a press conference here to release the survey results.

Little Improvement

Mr. Rose attributed people's skepticism in part to their conviction that societal ills—rather than the quality of the schools—are largely responsible for school problems.

Only 22 percent of the respondents believed public schools in their communities had gotten better in the last five years; 30 percent believed they had gotten worse; and 36 percent believed they had stayed about the same.

Those surveyed rated drug use as the biggest problem facing the schools, outranking both lack of discipline and lack of proper financial support by substantial margins.

Confusing Response

This year's survey also delved into the question of public-school choice, which has become a controversial item on many legislative agendas.

As in 1989, a sizable majority of those surveyed (62 percent) favored allowing families to choose among public schools.

"That places the public and the educational establishment for the most part in opposition to each other," said Mr. Rose.

This year, respondents were asked to specify which aspects of a public school would influence their choices the most. Teacher quality, student discipline, and curriculum were judged very important by at least three-fourths of those surveyed.

But class and school size, the track record of school graduates, and proximity to the student's home were also rated important by large majority.

In a finding that researchers were reluctant to interpret, 45 percent of white and 67 percent of nonwhite respondents said the racial or ethnic composition of the student body would influence their choice of school.

Opponents of choice frequently have argued that such programs could resegregate schools. But it is not clear from the survey results whether respondents would favor schools with more or less integrated enrollments, said Sarah Van Allen, project director for the survey at the Gallup Organization.

Parental Involvement

Respondents were also asked their opinion on another controversial topic: involving parents in school decisionmaking.

A large majority of those surveyed said parents have little or no say in determining the curriculum, selecting instructional materials, and hiring teachers and administrators.

In contrast, more than 40 percent of those polled in 1989 believed that parents should have a greater say in these areas.

Educators and the general public may also be at loggerheads on the issue of grade retention. As in past years, most of the public (67 percent) believe that children should be promoted from grade to grade only if they pass examinations.

Indeed, a majority of those polled thought that students would more likely drop out of school if they failed such tests and were promoted than if they were forced to repeat a grade.

That perception runs directly counter to research, which suggests grade retention may be harmful to children.

Unequal Opportunities?

Finally, although white adults appear convinced that, on the whole, minority and nonminority children have the same educational opportunities, a disturbing 38 percent of nonwhite respondents continue to perceive inequality in education.

Much of that dissatisfaction appears among respondents in large cities, where minority populations are concentrated.

Copies of the poll are available at $10 for 25 copies from Gallup Poll, Phi Delta Kappa, P.O. Box 789, Bloomington, Ind. 47402-0789. For more information on the poll, call P.D.K. at (812) 339-1156.

Views on National Educational Goals

The Goals

A. By the year 2000, all children in America will start school ready to learn.
B. By the year 2000, the high school graduation rate will increase to at least 90%.
C. By the year 2000, American students will leave grades 4,8,and 12 having demonstrated compentency in challenging subject matter, including English, mathematics, science, history, and geography. In addition, every school in America will insure that all students learn to use their minds, in order to prepare them for responsible citizenship, further learning, and productive employment in a modern economy.
D. By the year 2000, American students will be first in the world in mathematics and science achievement.
E. By the year 2000, every adult American will be literate and will posess the skills necessary to complete in a global economy and to exercise the rights and responsibilities of citizenship.
F. By the year 2000, every school in America will be free of drugs and violence and will offer a diciplined environment conducive to learning.

Priority Assigned Each Goal

Goal	Very High %	High %	Low %	Very Low %	Don't Know %
A	44	44	6	2	4
B	45	42	8	1	4
C	46	42	7	2	3
D	34	42	16	3	5
E	45	37	11	3	4
F	55	26	9	6	4

Likelihood of Attainment

Goal	Very Likely %	Likely %	Unlikely %	Very Unlikely %	Don't Know %
A	12	38	33	12	5
B	10	35	37	12	6
C	9	38	36	12	5
D	6	23	41	24	6
E	7	25	42	21	5
F	5	14	40	36	5

Source: 22nd Annual Gallup Poll of the Public's Attitudes Toward the Public Schools.

Chicago Board, Teachers Agree on 3-Year Contract

By Ann Bradley

After nearly 11 months of negotiations, the Chicago Teachers' Union and the Chicago Board of Education have reached tentative agreement on an unprecedented three-year contract that will give teachers raises totaling 20.7 percent.

However, Gov. James R. Thompson of Illinois has vetoed portions of a bill that would permit the district to pay for the contract with $66 million in local tax money that would otherwise have gone to the teachers' pension fund and a capital-improvement fund.

While the Governor's veto did not affect the provisions of the bill necessary for paying for the teachers' contract, it throws into doubt whether state legislators will support the measure as amended. The legislature reconvenes in November.

The vetoed portions of the bill would have shifted responsibility for the Chicago teachers' pension fund to the state and provided all teachers in Illinois with the option of retiring at age 55 with 30 years of service. They were included in the measure in an attempt to garner statewide support for the bill, but Mr. Thompson said the provisions would "burden the state financially."

The tentative contract, scheduled to be voted on by the union membership on Sept. 14, calls for Chicago teachers to receive their first-year raises on Nov. 5. District officials said last week that the schedule gives the legislature enough time to pass the bill.

Richard Guidice, the assistant superintendent for government relations, said he does not anticipate opposition to the amended bill.

"It's all local money," he said, "so as long as our local legislators are in support, and they are, there's no reason we wouldn't be able to divert our own money."

A New Era?

Union officials said the agreement on a three-year contract, the first in the city's history, marks a new era of labor-management cooperation in Chicago, which has seen repeated strikes over the past 20 years.

The negotiations were conducted by the president and vice president of the interim board of education, rather than by staff members, noted Pamelyn Massarsky, recording secretary of the C.T.U. and a member of the union's negotiating team. And for the first time, the talks were held at the union's headquarters.

"The old traditional barriers were broken down," Ms. Massarsky said. "Like-minded people with similar objectives in mind worked together to accomplish a goal."

The agreement, which will increase starting teachers' salaries to $24,000 a year, adds two more "lanes" to the salary schedule to encourage veteran teachers to go back to school for more credits, Ms. Massarsky said.

Teachers who choose to do so will be paid bonuses of $6,000 over five years, in addition to being paid more for the courses they have taken.

It also calls for the establishment of several union-school district committees, including one to create a "peer professional advisory program" that will assign mentors to first-year teachers and experienced teachers who are not performing well.

Other committees will develop programs for intern teachers, determine incentives for encouraging teachers' assistants to become teachers, and suggest ways to reduce class size.

Meanwhile, Superintendent Ted D. Kimbrough has modified a proposal to shift approximately 150 central-office administrators to "service centers" in the city's 11 subdistricts following protests from members of the city's local school councils.

Although Mr. Kimbrough said his service-center plan would bring the district's resources closer to the schools, the reform coalition Alliance for Better Chicago Schools denounced the proposal as an unwelcome bureaucratic intrusion that failed to take the schools' needs into account.

Instead, two subdistricts will be served by service centers, and schools in two other districts will be given money directly to use as they see fit. The two methods will be evaluated to determine which is more successful.

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EDUCATION WEEK

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Mass. Requiring Lead Screening For School Entry

Evidence Ties Exposure To Learning Disabilities

By Ellen Flax

Responding to mounting evidence that children who have been exposed to lead are at higher risk of developing learning disabilities, Massachussetts has become the first state to require entering kindergartners to show that they have been tested for lead poisoning.

A state regulation, which went into effect last spring and first applied to the class entering kindergarten this month, requires parents to submit medical records to school officials to prove that their children's blood-lead level has been tested at least once.

The program, the most comprehensive lead-screening effort in the country, follows extensive research showing that young children can be adversely affected by even very low levels of lead, including amounts well below those normally associated with lead poisoning.

According to these findings, children who are exposed to lead—typically from lead-based paint—may have impaired nervous-system functioning, delayed cognitive development, and lower I.Q. scores.

"Lead poisoning is totally preventable," said Herbert Needleman, a professor of psychiatry and pediatrics at the University of Pittsburgh's medical school and a leading researcher on the subject.

"What we need to do is to get it out of housing," he said. "But until we do, we have to pick it up in the children."

According to the Massachusetts regula-

Continued on Page 24

The Orlando Sentinel/Tom Burton

Richard Ellenburg, a kindergarten teacher in Orlando, Fla., says "people are just flabbergasted" when he discusses plans for a Ph.D. in early-childhood education.

Early-Childhood Educators Bemoan The Scarcity of Males in Teaching

By Deborah L. Cohen

As the only male teacher at the Westwood School in Dalton, Ga., Jimmy E. Nations has found himself in some awkward situations.

The gray-bearded 1st-grade teacher, who returned to the elementary-school classroom after an 18-year stint as a school administrator, enjoys recounting one such incident, involving a consultant who visited the school.

"She asked me if I was the principal," he recalls, "and when I said no, she said, 'Will you come get these things out of my car?' "

"She assumed that if I was not the principal, I must be the custodian," explains Mr. Nations, who says he had begun rearranging chairs in the conference room at the visitor's request when the school principal walked in and formally introduced them.

"She turned every shade in the rainbow," the teacher says. "She was so embarrassed that she had made a very stereotypical kind of assumption."

Such assumptions—coupled with low salaries, a perceived lack of status, and fears stirred by highly publicized cases of child sexual abuse involving male teachers—have helped to keep early-childhood education a predominantly female field.

Continued on Page 12

Faced With Cuts In Funds, Seattle Postpones Rules

Guidelines Would Revise Schools' Racial Makeup

By Julie A. Miller

Faced with the loss of $3.2 million in federal magnet-schools aid and as much as $10 million in state construction funds, the Seattle school board voted last week to postpone for a year changes in its student-assignment guidelines that it had approved a week earlier.

The new guidelines on the racial makeup of schools are intended to reduce mandatory busing and to allow more students to attend the schools of their choice.

But critics contend that the change would resegregate the city's schools, and federal officials think the guidelines might make Seattle ineligible for the magnet-schools program.

A coalition led by the local chapter of the National Association for the Advancement of Colored People plans to challenge the change in court if and when it is implemented.

Under a "controlled choice" plan adopted in 1988, the district earmarks slots for white and minority students at each school and grants student choices that meet racial-balance guidelines.

The guidelines reinstated last week allow no more than 50 percent of a school's enrollment to come from a single minority group, and limit each school's total population to 70 percent minority or 65 percent white.

The new guidelines—which are now to be implemented in the 1991-92 school year—would allow 75 percent of a school's population to come from a single racial group, and would also allow a school to enroll only minority students if they came from at least two minority groups, such as blacks and Asians. The school board voted 4 to 3 on Sept. 5 to approve the guidelines.

"I want to challenge the idea that to be

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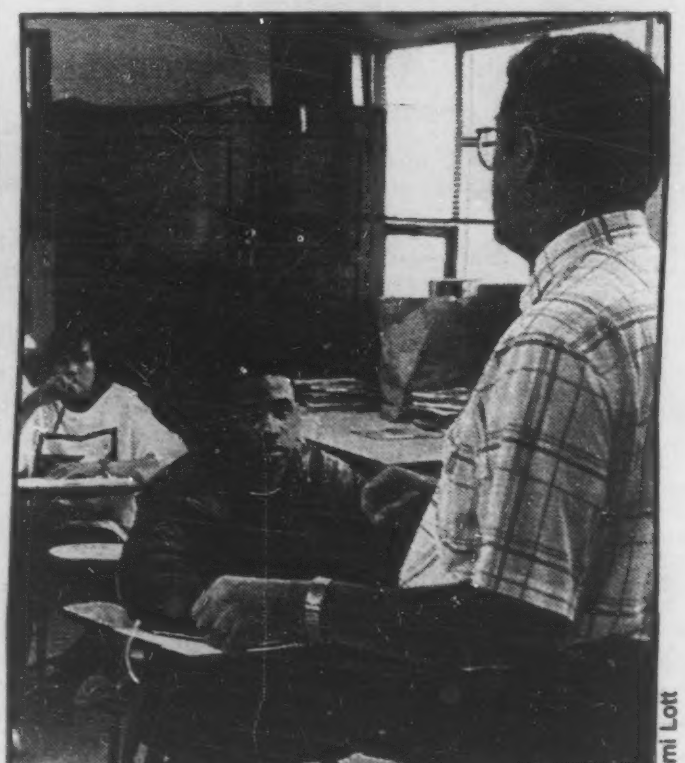

Jimi Lott

Jim Adams teaches a radio class at Nathan Hale High School in Seattle, one of the district's magnet schools.

Even as Gaps in Data Are Filled, Teacher-Supply Debate Lingers

By Ann Bradley

While several recent studies suggest that teachers may not yet be leaving the profession in the large numbers that have been forecast for the 1990's, concern over whether the nation has an adequate supply of qualified teachers has by no means abated.

"The question is how disparate is supply and demand," said Linda Darling-Hammond, a professor of curriculum and teaching at Columbia University's Teachers College, "not whether there's a gap."

What appears to be happening, experts interviewed recently said, is that teachers who are eligible for retirement are chosing to remain on the job longer as a result of the substantial salary gains most experienced during the 1980's.

At the same time, they said, evidence is mounting that the number of teachers trained in schools of education is on the rise, due in part to the increased attention given to making teaching a more attractive profession.

And recent studies show that the teaching ranks are being swelled by large numbers of teachers returning to the profession after a hiatus from the classroom and by a much smaller, though growing, number of individuals entering teaching through an alternative route.

C. Emily Feistritzer, an independent education researcher who has maintained that no widespread shortages will occur, recently weighed in on the subject with a new report portraying teaching as a "revolving-door profession" that is attracting more people than the number choosing to leave. Several newspapers printed the story, with one headline proclaiming: "Fears of Teacher Shortage Fading."

Last spring, the National Center for Education Statistics released data from a new set of integrated surveys indicating that the number of teachers leaving their jobs may be much lower than some researchers had assumed.

"It is clear that several things have hap-

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Also in the news

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Average scores on the revamped American College Testing Program test remained stable in 1990.

18 **New Duties**
The Virginia Board of Education has drastically altered the mission of the state education department.

19 **New Focus**
Educators are hailing a major overhaul of federal vocational-education programs approved by the Congress.

IN SUMMARY

A Plum for the Board
Officials of the National Board for Professional Teaching Standards last week were celebrating the award of a $3-million grant to help publicize its work among educators. **Page 5.**

Teenagers and Steroids
More than 250,000 adolescents have used steroids illegally and the ranks of those who use the potentially dangerous substances may be growing, a pair of federal reports conclude. **Page 6.**

'Latchkey' Stress
Children who care for themselves after school are much more likely than those with more adult supervision to be under stress, to be afraid when left alone, and to feel angry, a new study says. **Page 6.**

Boston School-Board Woes
Several efforts to ask Boston voters this November to approve a restructuring of their often-criticized school committee appeared to have reached a dead end last week. **Page 7.**

Spotlight on the Arts
A commission formed to give music and arts instruction a higher profile in the national education-reform debate is scheduled this week to begin a series of three regional hearings. **Page 9.**

Home-Schooling Controversy
A test that South Carolina requires parents to pass in order to be allowed to teach their children at home was called "insulting and unjust" during a court hearing last week. **Page 16.**

Spending Bill Advances
A Senate subcommittee last week approved a 15.2 percent boost in overall Education Department spending for next year, but only a meager increase for special education. **Page 20.**

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ACROSS THE NATION

NATIONAL

Nike Donates $1 Million to N.F.I.E. Dropout-Prevention Grant Program

Nike Inc., the athletic shoe and apparel manufacturer, has donated $1 million to the National Foundation for the Improvement of Education to create a dropout-prevention grant program for teachers.

The "Just Do It" grants will go to "stimulate teachers to come up with creative grassroots programs to motivate kids to stay in school," said Philip Knight, Nike's founder and chief executive officer.

Winners will receive grants of $5,000 to $25,000 over three years. Criteria include programs that are designed and implemented by teachers; that encourage students to take responsibility for their own learning; that challenge teachers to find ways to create supportive environments to foster academic success; and that tie self-esteem activities to academic achievement.

Applications will be available next month with a deadline of April 1. The first winners will be named in June with the projects slated to begin next fall.

DISTRICTS

Chicago-Area Firms Are Indicted In Milk Bid-Rigging Investigation

Three Chicago-area companies and their executives have been charged with rigging school-milk bids worth more than $4.3 million, the U.S. Justice Department said.

The federal indictment contends the companies and other unnamed individuals conspired to allocate among themselves the contracts to supply milk to public schools, to fix the prices, and to rig their bids for the contracts to the Chicago Board of Education.

Distributors named in the indictment were: C&C Dairy of Palos Heights, Ill.; Cloverleaf Farms Distributors of Crestwood, Ill.; and Roger Gillund Dairy Service of Country Club Hills, Ill.

Roger Gillund, president of Roger Gillund Dairy Service; Terrence Gillund, owner and operator of Terry Gillund Dairy Service; and William Gillund, owner and operator of William Gillund Dairy Service, were arraigned Sept. 11.

Michael Bailey, president and chief executive officer of Cloverleaf Farms Distributors; Robert Bailey, chairman of Cloverleaf; and Michael Stajszczak, general manager of C&C Dairy, were scheduled to be arraigned Sept. 17, a spokesman in the Justice Department's antitrust division said.

William Gillund was charged with one count of mail fraud; the other five defendants were charged with one antitrust violation and two counts of mail fraud.

■ **The Granite, Utah, school district has asked a federal court to support its decision to keep a severely handicapped elementary-school student from attending regular classes.**

The 6-year-old girl, identified as Shannon M. in court papers, has congenital neuromuscular atrophy and scoliosis. She is confined to a motorized wheelchair and breathes through a tube, documents filed with the court say. She also requires the constant care of a nurse, which would cost the district $30,000 a year if the child attended regular school.

The appeal was filed after rulings by a local hearing officer and state education officials that the district must provide the nurse under the federal law that requires a free public education for all handicapped students.

The district argues that the provision of a full-time nurse goes beyond education-related services and that it should be allowed to provide private tutoring for the girl in her home.

■ **Although the city of Philadelphia is facing insolvency, a $44-million package of tax increases approved last spring by the city council has enabled the Philadelphia school district to raise $120 million in short-term bond notes to meet expenses until the new tax money is collected,** school officials say.

The district reported having no trouble selling the notes, in contrast to the city, which has been trying unsuccessfully to sell $375 million in bonds to stave off bankruptcy. The district's budget for this year is balanced, officials report, and suppliers are being paid on time.

Because of the tax increase, investment services gave the district's short-term bond notes the highest possible rating, according to district officials. But the district's rating for long-term notes is lower because of an anticipated budget shortfall for the next fiscal year.

■ **Striking teachers in the South Orange-Maplewood, N.J., school district have been threatened with jail terms if they do not return to work.**

Superior Court Judge Irwin Kimmelman ordered 15 union officials and bargaining-team members to begin serving 30-day sentences in the Essex County jail late last week for defying his back-to-work order.

A hearing on a request for a stay of that order was scheduled for last Friday.

The judge also ordered that for every day of work teachers skipped beginning last Friday, they would spend a weekend in jail.

He also fined the 572-member union, a local affiliate of the National Education Association, $35,000 and imposed $500 fines on the 15 people he found in contempt of court.

He then ordered both sides to begin bargaining sessions and to continue until their differences were resolved.

The union has been on strike since Sept. 5 over issues of salary and working conditions.

The last time teachers in New Jersey, which bans strikes by public employees, were jailed was in Teaneck in 1982. At that time, about 150 people were locked up in trailers during school hours for three days.

■ **A high school teacher in Evansville, Ind., has sued the local school board to allow him to teach a lesson on a four-**

For Good Measure

Stephen Rose

From left, Maya Kumar, Donna Place, Ian Henderson, and Dan Reuman measure a loggerhead turtle that washed ashore on Cape Cod. The four are participating in the gifted-and-talented program run by the National Marine Fisheries Service Aquarium at Woods Hole, Mass. The program is for students with an interest in marine biology.

STATES

Teachers Who Fail Licensing Test Due Benefits, Fla. Court Rules

Florida teachers who fail the state certification examination are entitled to unemployment compensation, the state Supreme Court has ruled.

In a decision handed down earlier this month, the court found that Ernest Washington, a teacher in the Gulf County school system, had made a good-faith effort to meet the district's conditions of employment. Teaching with a temporary license, Mr. Washington was fired after three unsuccessful attempts to pass the test.

The justices said employees can be denied unemployment benefits only if they quit their jobs without good cause or engage in misconduct. Mr. Washington had done neither, the court said.

Sydney McKenzie, general counsel to the state education department, said the ruling may inhibit school districts from hiring uncertified teachers. It may also lead to an increase in the amount employers must contribute to the state's unemployment-compensation fund.

letter obscenity during his semantics class.

The suit, filed Sept. 4 by Jim Wootton, a teacher at Central High School, contends that the Evansville-Vanderburgh County School Board violated the state's "open door" law when it banned the word during an Aug. 20 public hearing. Mr. Wootton was told that he could no longer teach a semantics lesson on the four-letter word.

In the suit, Mr. Wootton, with the support of the Evansville Teachers Association and the Indiana Teachers Association, alleges that the matter was decided in a secret closed session on Aug. 6 before the board voted in public to ban the word, said Jack VanStone, a laywer with the Evansville Teachers Association.

Indiana law requires government bodies to conduct their business in public meetings, Mr. VanStone said. The school board could use a closed executive session only for certain subjects, such as personnel matters.

Issues of academic freedom and freedom of speech raised during the public meeting are not raised by the suit, Mr. VanStone said. The case hinges entirely on the open-meetings law, he said.

A parent filed a complaint at the end of last school year about the use of the word in Mr. Wootton's classroom.

■ **Advocates for a 4-year-old disabled girl are pressing Los Angeles school officials to make the child's neighborhood school—and every other school in the district—accessible to children with handicaps.**

In a federal class action filed this month, advocates for Xochitl Soto say school officials should build a ramp into the pre-kindergarten classroom at the Bushnell Way elementary school three blocks from her home.

The child, paralyzed since infancy by a stray bullet from a drive-by gang shooting, cannot negotiate the four steps leading into the classroom with her wheelchair.

School officials, contending that the school was unsafe because of its hilly location and because it is more than one story tall, had proposed sending the child to a school three miles away. That school, which enrolls a large number of special-education students, has access for the handicapped.

"She doesn't need special education," said Sande Buhai Pond, a lawyer for the Western Law Center for the Handicapped, which is representing the child. "All she needs is a ramp."

The lawsuit also asks district officials to abandon their policy of limiting such architectural improvements to a few selected schools in favor of a plan for making all schools more accessible for the physically disabled.

A hearing on the matter was scheduled for last Friday.

AP/Wide World Photos

Christopher Armour, 4, and his brother Vaughn, 5, walk to school in New York City wearing bullet-resistant clothing.

Dressing For Danger

Responding to a rash of random gunshot killings of children in New York City this summer, a company has begun marketing bullet-resistant vests and other protective items for pupils.

Stephen L. D'Andrilli, a former New York City police officer who is now president of Guardian Group International Corporation, says the New York-based company has already taken more than three dozen orders from parents of schoolchildren.

The company markets protective clothing and other items ranging in price from $250 to $600. A jacket made with Kevlar 129 protective pads sells for $450.

"Six months ago, the idea of bullet-resistant clothing for one's child would have been considered irrational," Mr. D'Andrilli says. "The fact that New Yorkers and people throughout the world need protective clothing, especially for children, is a terrible reflection of the collapse of law and order in our society." —M.W.

DIMENSIONS

High-School Sports

Football remains the most popular boys' sport, and basketball the most popular girls' sport in high schools, according to the latest annual survey by the National Federation of State High School Associations.

Based on data for the 1989-90 school year, the survey shows that, even though nearly 4,000 fewer boys played football last year than the year before, the sport drew more participants than its nearest rival, basketball.

In the biggest change recorded in boys' sports, baseball replaced track and field as the third most popular sport.

In girls' sports, basketball continued to grow in popularity, with more than 10,000 additional girls playing the sport last year. Golf also gained nearly 10,000 participants last year to replace slow-pitch softball as the 10th most popular girls' sport.

Over all, some 5.3 million students—3.4 million boys and 1.9 million girls—participated in school-sponsored athletics last year, according to the survey.

More information is available in the 1990-91 National Federation Handbook, which will be available soon from the federation, P.O. Box 20626, Kansas City, Mo. 64195.

Ten Most Popular Boys' and Girls' Sports, 1989-90

Boys' Sports	Participants	Girls' Sports	Participants
Football	947,757	Basketball	389,688
Basketball	517,271	Track & Field (Outdoor)	308,810
Baseball	413,581	Volleyball	293,688
Track & Field (Outdoor)	405,684	Softball (Fast Pitch)	205,040
Wrestling	233,856	Tennis	128,076
Soccer	220,777	Soccer	111,711
Cross Country	155,806	Cross Country	104,876
Tennis	136,939	Swimming & Diving	84,760
Golf	122,998	Field Hockey	50,237
Swimming & Diving	85,112	Golf	40,418

Source: National Federation of State High School Associations

UPDATE

■ **A federal judge has approved a plan to transfer 10 minority students from the Kansas City, Mo., schools to a suburban system, but concerns over court-ordered oversight of the transfers may cause the effort to collapse.**

U.S. District Judge Russell G. Clark ordered the oversight Sept. 5 when he approved the plan to transfer the students to the Missouri City school district, the only one of more than 20 districts that agreed to participate in a voluntary-interdistrict transfer program. *(See Education Week, May 2, 1990.)*

Last week, the Missouri City school board voted to refuse the oversight by the state's desegregation-monitoring committee, according to Belinda Turner, the board's vice president.

School-board members "don't want to see their authority impinged," said Jay Jackson, district superintendent and principal of the participating elementary school. "It's a simple but deep philosophical issue."

Both Mr. Jackson and Ms. Turner said they would withdraw from the state transfer program to avoid the committee's oversight and search for private funding to keep the 10 students in school.

If the district refuses to comply with the oversight, approximately $100,000 in state funds could be cut off, Mr. Jackson said. If no funding alternatives can be found, the students might have to return to their inner-city schools, he added.

Eugene E. Eubanks, the desegregation committee's chairman, said his panel only wants access to information that would safeguard the minority students' well-being.

Judge Clark could issue a ruling on Missouri City's revised transfer plan by the end of this week, a spokesman for the judge said.

■ **New York State's attorney general has appealed a federal-court ruling that barred disclosure of test questions under that state's "truth in testing" law.**

Acting in a case brought by the Association of American Medical Colleges, U.S. District Judge Neal P. McCurn ruled in January that the disclosure of test questions and answers conflicted with federal copyright law. Citing that ruling, testing agencies later sued and won a settlement that permitted them to administer college-admissions tests without disclosure. *(See Education Week, Jan. 31, 1990.)*

Daniel Smirlock, an assistant attorney general for the state, said that, in his ruling, Judge McCurn did not consider "factually controversial" evidence about the effect of disclosure on the value of the test questions and answers. "All we are saying is, you should have heard the evidence," Mr. Smirlock said.

The U.S. Court of Appeals for the Second Circuit could consider the case as early as Oct. 29, he added.

■ **School officials in Jersey City, N.J., have taken the city to court to collect $14.9 million in payments they allege are overdue.**

In a lawsuit filed this month, officials of the state-run district asked the New Jersey Superior Court to order the city to pay the balance of the $90.9 million in local tax revenues due the district during the 1989-90 academic year.

In turn, the city has sued the state, claiming it cannot complete its budget process until the state sets local aid figures.

The city was scheduled to pay its first installment of $7.3 million for the current school year last Friday.

"The practical problem is how much cash can we put our hands on," said Charlotte Kitler, a lawyer for the district. "Right now, we have enough cash to get us halfway through September."

Since the state declared the district academically bankrupt and took over its operation last October, Ms. Kitler said the 27,000-student school system has eliminated 117 positions, saving more than $1 million, and reorganized the central administration. *(See Education Week, April 18, 1990.)*

■ **Left-side emergency doors will be standard equipment on the biggest buses Kentucky school officials buy over the next year,** the state school board decided last week.

In addition to the extra emergency door on buses seating 60 or more passengers, the state board will require a fourth pull-out emergency window on all new mid-size school buses.

The state estimates that districts will buy more than 200 transit-type buses with the new escape door over the next year. State education department officials last week were unable to say how much the new safety features would increase the cost of a bus.

The added escape routes and a handful of minor interior safety modifications are the result of an intense statewide bus-safety debate following a May 1988 church-bus crash in Carrollton, Ky. Twenty-seven people died after a collision and fire blocked the front exit and passengers were unable to reach the rear door. *(See Education Week, May 25, 1988.)*

PEOPLE

■ **Jay B. Taggart** has been named the new superintendent of public instruction for Utah.

Mr. Taggart, 62, is a 36-year veteran of schools in the state, having taught in three districts and been superintendent of two others.

He succeeds James R. Moss, who resigned in May to head a new business-education partnership in the state.

R4800-2

This Week's Forum: Page 26

EDUCATION WEEK

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In Rochester, Skepticism, Confusion Greet News of 'Revolutionary' Pact

By Ann Bradley

When Rochester, N.Y., school-district officials and the president of the city's teachers' union announced last week that they had agreed on a new three-year contract that will base teachers' pay strictly on performance, their euphoria at what they termed a "revolutionary" contract was short-lived.

Confusion immediately swept through the Rochester community over exactly how much the agreement would cost and whether the new system for granting teachers' raises would truly be an improvement.

From the Urban League of Rochester to the editorial boards of the city's two daily newspapers to the office of Mayor Thomas P. Ryan, skepticism greeted the announcement of the new contract.

Despite the community's misgivings, the board of education approved the contract by a 4-to-3 vote Thursday night. The full membership of the Rochester Teachers Association was scheduled to vote on the contract Sept. 24.

"This is a contract that both sides enter into with a great deal of apprehension," said Michael A. Fernandez, a school-board member who voted in favor of the contract.

"Both sides know that this is the right thing to do, in terms of linking pay to performance," he added. "But we have to make certain that it doesn't appear that administrators are running roughshod over teachers and that teachers haven't slipped one by the community."

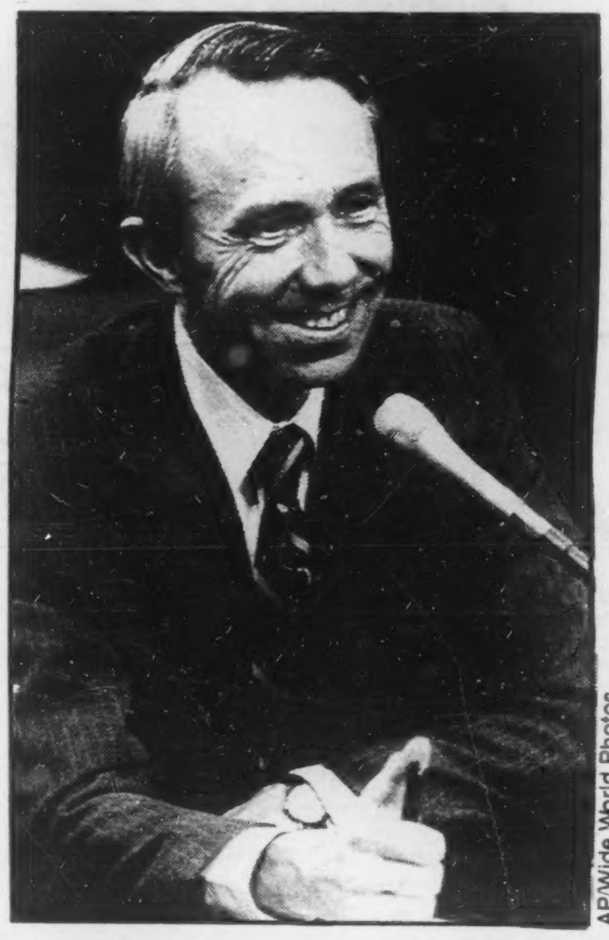
This year, all teachers will receive 4.2 percent cost-of-living raises, in addition to longevity payments of a flat $3,183. Their raises for the next two years will be determined by a new evaluation system that heavily involves teachers in judging their colleagues' performance as well as their own.

Some of the reaction to the agreement stemmed from the fact that it is theoretically possible for a teacher to be paid as much as $86,816 in the last year of the new contract.

School-district officials were reluctant to predict what the contract would cost beyond the first year's $11 million, because the totals will depend on the results of the new

Continued on Page 13

Justice Souter?



AP/Wide World Photos

Questions still remain over the U.S. Supreme Court nominee's views on key education issues. For a review of the confirmation hearings and a preview of the Court's upcoming term, see page 20.

2 Groups Laying Plans To Develop National Exams

Tests Inadequate, Say Bush's Council, Center

By Robert Rothman

Contending that the current array of national, state, and local tests is inadequate to spur improvements in education, two prominent groups are laying plans to develop a national examination that all students would take.

Members of President Bush's Education Policy Advisory Committee this month are considering a proposal to convene a panel of experts to draw up examinations that could be put in place "within the next few years."

And the National Center on Education and the Economy, which in June issued a report calling for all students to attain a national standard based on a series of assessments, is exploring ways to follow up on that recommendation.

Although the proposals are being developed separately, both are aimed at raising student achievement by requiring all students to demonstrate competency. If they are implemented, said Paul H. O'Neill, chairman of the President's panel, schools will have better information than they do now about where to place resources to make improvements.

"My own view," said Mr. O'Neill, chief executive officer of the Aluminum Company of America, "is that we need a test that can be given to individual children, the results of which can be given to the child and teacher to help better inform all parties how the child is gaining the competencies necessary to be a participating citizen."

"We have some good tests that tell us something," he added, "but they don't tell us in a way that would allow us to make specific interventions in the process to do something. They tell us we're not doing very well; they don't suggest why not."

In addition, said Lauren B. Resnick, a trustee of the center on education and the

Continued on Page 14

Federal Rule Seen Snarling Welfare-Education Efforts

By Deborah L. Cohen

As states scramble to set in motion education and job-training services required by Oct. 1 under the federal welfare-reform law, they are encountering what many describe as an unforeseen obstacle: a stipulation that the funds be channeled through state welfare agencies.

"The magnitude of the problem is just beginning to be realized by states," said Judith Thorman, deputy director of the Washington office of the state of Illinois.

The Job Opportunities and Basic Skills Training program, created under the Family Support Act enacted by the Congress in 1988, is designed to help welfare recipients become self-sufficient by offering education, training, and other support services.

The education services—which must include high-school and General Educational Development certificate programs, remedial education, and instruction for those lacking English proficiency—are considered essential to boosting clients' employability and earnings potential.

The law requires that states establish JOBS programs by Oct. 1 and offer them statewide by 1992.

Many states are already operating JOBS-like programs or have appropriated funds to state education or training departments to launch or expand their efforts.

But officials in several states say they fear that their plans could be undercut by a stipulation by the U.S. Health and Human Services Department that, to qualify for federal matching funds, states must ensure that state JOBS dollars are controlled by the welfare-administering agency.

In many cases, at least part of the JOBS dollars have already been appropriated to education, labor, or other agencies charged with training activities. In such cases, H.H.S. officials have suggested, these funds must be physically transferred to the state welfare agency and then redisbursed in order to draw federal matching funds.

Such transfers, state welfare and education officials contend, can be cumbersome and complicated, and, in some instances, conflict with state law or require additional legislative action.

Just as troubling, these officials maintain, is the fact that the H.H.S. rule runs counter to the welfare-reform law's goal of

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Also in the news

5 **Bus Stop?** The Cleveland board has asked a federal court to end the district's desegregation suit.

17 **Revitalizing Voc. Ed.** Businesses in Arizona may pay higher taxes to get more control.

Federal Laws Failing To Narrow Educational Gaps, Report Claims

By Mark Pitsch

WASHINGTON—Two key federal education laws dating back to the Johnson era have failed to meet their purpose of expanding the educational opportunities of students from low-income families, a report issued by the American College Testing Program contends.

Despite billions of dollars having been pumped into the Chapter 1 compensatory-education and Title 4 student-financial-assistance programs over the last 25 years, it says, the gaps in educational attainment between the nation's wealthiest and poorest young people "are very large, pervasive, persistent, and growing."

"This, in my view, represents giant steps back from progress in trying to equalize educational opportunities," Thomas G. Mortenson, the A.C.T. researcher who conducted the study, said in an interview.

Although the work builds on other studies of the federal programs, Mr. Mortenson said this was the first time a researcher had assessed the success of both federal laws in one study. He presented his findings here last week at a conference of the National Council of Education Opportunity Associations.

The author broke down Census Bureau income data into four equal family quartiles for each year from 1970 to 1989 to compare students' rates of high-school graduation, college participation, and college graduation.

"When all the evidence points in the same direction, you say, 'Shoot, it's up to me to put up a counterargument,' and I don't think [critics] can," Mr. Mortenson said.

But at least two other researchers last week questioned the validity of concluding that because graduation- and participation-rate gaps between the wealthiest and poorest students have remained relatively the same during the last 20 years, the two largest federal education programs are not working.

For his analysis, Mr. Mortenson looked at unmarried 18- to 24-year-olds by level of family income.

In 1989, the income figures were divided this way: less than $20,000 in annual income (the first quartile); incomes between $20,000 and $35,400 (the second quartile); between $35,400 and $58,100 (the third quartile); and more than $58,100 (the fourth quartile).

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IN SUMMARY

Let It Be
The U.S. Environmental Protection Agency says schools should make in-placement asbestos management the "cornerstone" of their asbestos-control programs. **Page 4.**

Raising the Ante
Teachers in the New Orleans public schools went on strike last week and reinstated costlier demands after negotiations with the city school board reached an impasse. **Page 5.**

Count Them Out
Facing a conflict between national accreditation standards and a state law, two Texas education schools have withdrawn from the *National Council for Accreditation of Teacher Education.* **Page 7.**

Rescuing a Generation
Black organizations are redoubling their efforts to rescue a generation of black males threatened by high rates of homicide, suicide, and unemployment. **Page 9.**

The Future of Catholic Schools
The nation's Roman Catholic bishops will soon have an opportunity to make their first major statement on Catholic schools and religious education in nearly 20 years. **Page 10.**

Pass the Plate?
North Carolina's fiscal woes may be undermining the state's widely noted effort to bring discussion of the role of religion in history and literature back into the classroom. **Page 16.**

Against All Odds
John R. Silber, a Democrat, and William F. Weld, a Republican, score stunning victories over the front-runners in their respective party primaries for governor in Massachusetts. **Page 16.**

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FORUM

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ACROSS THE NATION

NATIONAL

Dropout Rate Remains Unchanged Since Mid-1980's, E.D. Reports

The nation's dropout rate remained steady last year, and has stayed virtually the same since the mid-1980's, a report released by the U.S. Department of Education concludes.

In its second annual report to the Congress, the Department found that, on average, 4.5 percent of the students in grades 10 to 12 dropped out of school each year between 1987 and 1989. In last year's report, covering school years 1985 to 1988, the figure was 4.4 percent. The Department is required under the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988 to submit an annual report to the Congress on dropouts.

According to the report, some 4 million Americans between the ages of 16 and 24, or 12.6 percent of this age group, were out of school and without a diploma in 1989, the same percentage as in 1985. About one-third of all Hispanics in this age group were dropouts, the report said, compared with 13.8 percent for blacks and 12.4 percent for whites.

■ **This month, the Boys Clubs of America officially becomes the Boys & Girls Clubs of America.**

The name change, announced by the club's national director, Thomas G. Garth, reflects the growing numbers of girls and young women who participate in the organization. Of the 605 local clubs nationwide, 552 provide services for girls, including pregnancy prevention for teenagers. Other club programs address drug abuse, careers, and gangs.

Established as the Federated Boys Clubs in 1906, the organization did not sponsor coeducational programs until 1979.

The name change also reflects an overall mandate to improve services for disadvantaged children, Mr. Garth said. In keeping with the new title, the national organization is urging local clubs to eliminate gender-biased language from learning materials and to focus on sexism in administrative policy and staffing.

DISTRICTS

Md. District's Minority Programs Termed 'Inadequate' in Report

Minority-education programs in the Montgomery County, Md., schools suffer from "inadequate commitment, organization, direction, support, and accountability," a consultant to the system has charged in a report.

The system needs to revise its magnet-schools, bilingual-education, and minority-achievement programs, according to the report, written by the prominent Yale psychology professor Edmund W. Gordon.

Conducted over a period of nine months, the study included an analysis of minority student achievement; interviews with teachers, parents, and students; and site visits. A final report will be issued later this year after public hearings this fall.

Specifically, Mr. Gordon said the English for Speakers of Other Languages program appears to improve the scores of students whose first language is treated with respect, but it fails to acclimate students to U.S. culture. The county's magnet-schools program, designed to improve racial equity, often simply concentrates the segregation, the report said.

The report credits the school system for its affirmative-action hiring program and its recognition that minority children are more often suspended and placed in special-education classes, and less likely to be identified for honors or gifted-and-talented programs.

The study is similar to one issued in Prince George's County, Md., another suburb of the District of Columbia, only weeks earlier.

■ **About 8,000 students in Harrison County, Miss., would continue to attend county schools even if an upcoming annexation effort makes them residents of Gulfport**, a state judge has ruled.

An annexation being considered by Gulfport officials would dramatically shift the enrollment and demographics of schools in both the city school district and the Harrison County district, which has operated under a federal desegregation order since 1980.

A Student Body With Drive

Los Angeles Times Photo/David Rae Morris

Jim McElreath, a former race-car driver, signals the opening of the Ontario Center School.

"Boys and girls, start your minds."

That might be an appropriate announcement each morning at the new Ontario (Calif.) Center School. The K-6 school, which opened this fall on what was once part of the famous Ontario Motor Speedway, has incorporated a racing motif into its design.

Its forebear was a $35-million motor speedway that once was called the "Taj Mahal of motor racing."

Located on what was once a parking lot for the track, the school's raceway theme begins with its motto: "Winning Through Education." The school's central hall is a racetrack-like circle.

Speedway graphics adorn the classrooms: Green flags (the starter's signal) are used in the K class, while checkered flags (the winner's signal) decorate the 6th-grade class.

School got under way this month when the 500 students got the checkered flag from Jim McElreath, a former race-car driver who won the first event at the old raceway 20 years ago. —G.B.

To avoid creating problems for the two districts, a chancery court judge ruled on Sept. 5 that the annexation should not alter the county district's boundaries.

The decision is only the first step toward solving the potential problem, said Albert Necaise, the lawyer for the county district. The county also is seeking a ruling from the U.S. Justice Department and a U.S. District Court judge.

If the current boundary is not maintained, Gulfport's annexation could turn the county district, which now includes about 11,000 students and a 25 percent minority population, into a district of 3,000 students with a 2 percent minority enrollment, Mr. Necaise said.

■ **A rural Virginia school system should reimburse a disabled student for the education-related costs he incurred while he was hospitalized for a nervous breakdown,** a federal appeals court has ruled.

A three-judge panel of the U.S. Court of Appeals for the Fourth Circuit has ruled that Botetourt County school officials violated federal special-education law in 1987 when they delayed in providing services for Matthew Tice, who was then a handicapped 2nd-grade student in the district. Before a final placement determination was made, the boy suffered a nervous breakdown and was hospitalized for a month at a private facility, which provided education and therapy.

"We're talking about a delay of weeks and months," said Leisa Kuba Ciaffone, a lawyer for the boy. "The school system really was not paying attention."

School officials had contended that they were not liable because their delay in providing services had not caused his nervous breakdown. The court said that contention was irrelevant.

■ **Responding to a public outcry, a high school in Georgia is rethinking its policy of using color-coded student identification cards.**

Under a program created by the school and local businesses, students at Norcross High School in Gwinnett County this month were issued identification cards that reflected their grade standing. Students with A and B averages received gold- and silver-colored cards, respectively, while all other students received white cards.

Under the merit plan, holders of gold cards are eligible for discounts at local businesses.

Charles Meagher, the school's principal, says the program was meant to reward and recognize academic achievement. But public reaction against what was perceived as a "caste system" has been so negative that Mr. Meagher has discontinued the policy of linking grade average to the card's color. The cards will now only be used for in-school purposes, and Mr. Meagher is meeting with faculty advisers, student leaders, and local parent groups to develop another method for rewarding outstanding students.

■ **A federal judge in Alexandria, Va., has dismissed a lawsuit filed by a former Prince William County, Va., teacher who claimed she was discriminated against because she has a learning disability.**

The teacher, Sofia Pandazides, failed eight times to meet a state-mandated cutoff score of 649 on the National Teachers Examinations. Passage of the test is required for permanent certification in Virginia.

Ms. Pandazides, who taught emotionally disturbed middle-school students for two years, was not rehired after she failed the test.

Her lawyer, Steven D. Stone, said he intends to refile the case because federal law prohibits employers from using tests that "prey upon" an applicant's disabilities. Ms. Pandazides is suffering from an "auditory-visual process delay" that makes it impossible for her to complete a "fast-paced, timed exam" such as the N.T.E., Mr. Stone said.

Ms. Pandazides twice was given 15 extra minutes in which to complete each of the test's four sections, but Mr. Stone said that accommodation was not enough to compensate for his client's disability.

Mr. Stone said the new lawsuit would ask that the state make an "individual determination" in Ms. Pandazides's case that would take into account her teaching experience.

■ **The Mescalero Apache Tribe of New Mexico has opened an independent, tribally operated school on its lands after failing to negotiate an agreement with a nearby school district to prevent the busing of students off the reservation.**

The tribe opened its school late last month in temporary classrooms adjacent to a former community center where the Tularosa school district had been educating native children.

An elementary school on the reservation was destroyed by arsonists in February. When state inspectors declared the community center unsafe, school district officials proposed to bus children off the reservation to another school.

Tribe leaders asked the Bureau of Indian Affairs to open a school on the reservation while they negotiated a new agreement with the neighboring Ruiddoso school district. But B.I.A. officials said short timelines made it impossible to find money in the federal budget for the project.

Officials at the Tularosa district, meanwhile, may have to lay off staff members because of the loss of state and federal education funds precipitated by the tribe's action.

■ **The Loudon County, Va., school district has asked the state's department of education to decide if its revised plan to allow parents to remove their children from sex-education classes violates state law.**

Under state law, parents are allowed to remove their children from all or any part of the required K-12, family-life education program. Under the new Loudon County plan, parents would not be allowed to remove their children from those parts of the program that were being taught before state-mandated standards took effect this year.

Sandra Moody, an assistant to the superintendent, said about 70 percent of what is now considered the family-life education program had previously been included in the curriculum, such as teaching kindergartners their name and address.

Last year, when county parents were allowed to remove their children from the entire program, about 7 percent of the county's students did not receive any family-life education, she said.

UPDATE

■ **New York City transit officials have expanded a pilot program under which police officers patrol subway cars designated for students traveling home from school.**

"Operation Safe Passage" was introduced last spring on the city's D subway line near five high schools in Brooklyn: Abraham Lincoln, Edward R. Murrow, Midwood, Sheepshead Bay, and William E. Grady.

Students from seven additional high schools will have access to the designated cars, Transit Police officials announced this month. The schools are Norman Thomas and Julia Richman in Manhattan; Hillcrest and Archbishop Molloy in Queens; and DeWitt Clinton, Walton, and Cardinal Hayes in Brooklyn.

Under the program, a transit police officer boards the second-to-last car of a train at school dismissal time and accompanies the students to the nearest major transfer point.

There have been no major incidents during the six weeks the program was piloted last spring or since the beginning of the new school year, a transit police spokesman said last week.

The program began after a group of principals approached the Transit Authority to discuss their growing concern with the number of crimes committed against students riding the subways. *(See Education Week, April 4, 1990.)*

■ **Anchorage district officials have dropped the lawsuit they filed against the city's police department after a search of school offices last year.**

School and city officials reached an agreement Sept. 4 stipulating that each side would pay its own legal expenses and that the lawsuit against the police department would be dropped.

School officials sued after the police searched district offices last fall as part of an investigation of a teacher-student sex scandal. The police were searching for evidence that school officials had covered up evidence of a relationship between the teacher and a 17-year-old student. *(See Education Week, Oct. 25, 1989.)*

The district charged in its suit that police broke state and federal laws protecting the confidentiality of student and personnel records. All but one of the charges in the suit were dismissed last summer. The teacher was charged with sexual abuse of a minor, but a judge later ruled that no crime was committed because the student was older than 16, the age of consent in Alaska.

■ **A pastoral statement urging that Connecticut's schools be desegregated was read on Sept. 23 from church pulpits throughout the state.**

The statement was prepared by the Christian Conference of Connecticut, the state's council of churches, in response to a pending desegregation lawsuit. *(See Education Week, May 30, 1990.)*

"The lack of integration in our public schools threatens the vision of a harmonious, fair, and pluralistic society," the statement said. "We confess that the church itself has fallen far short of its own teachings, and that the church, as a reflection of society, is often a patently segregated institution."

The statement noted that 60 percent of Connecticut students who are members of minority groups attend schools in the state's five largest cities, while "neighborhood schools immediately contiguous to inner cities often have less than 5 percent minority enrollments."

■ **Mayor Richard M. Daley of Chicago has submitted to the City Council the final eight nominees for the city's permanent board of education. The council is to vote on the nominees next month.**

Under a process established by the 1988 state legislation that made sweeping changes in the Chicago school system, the Mayor was to pick nominees from 15 slates of three candidates submitted by a nominating panel.

The Mayor chose seven candidates in May but rejected the other slates presented, sparking a protest outside his office. *(See Education Week, May 23, 1990.)* The council has confirmed his first seven choices.

The Mayor's new nominees, chosen from new slates submitted by the panel, are: Ashish K. Sen, 48, a professor of urban planning at the University of Illinois at Chicago; Pamela A. Lenane, 45, a lawyer in private practice; Saundra J. Bishop, 49, a former administrator in the Chicago Department of Aging and Disability; Grady Bailey, 32, manager of marketing relations for Illinois Bell Telephone Company; Bertha G. Magana, 34, a lawyer and citywide education coordinator for the United Neighborhood Organization of Chicago; Anna Mustafa, 41, a youth coordinator and community representative for the Chicago Area Project; Juan S. Cruz, 65, a retired Chicago educator; and Darryl F. James, 36, rector of the Messiah-St. Bartholomew Episcopal Church.

DIMENSIONS

Shootings in Schools

At least 71 people have been shot to death, and 201 others severely wounded, in schools since September 1986, according to a survey by the Center to Prevent Handgun Violence.

Relying on newspaper accounts from across the country, the center totaled reports of gun use in schools over the past four academic years. The center's report, "Caught in the Crossfire: A Report on Gun Violence in Our Nation's Schools," concludes that 227 incidents involving guns took place during the period.

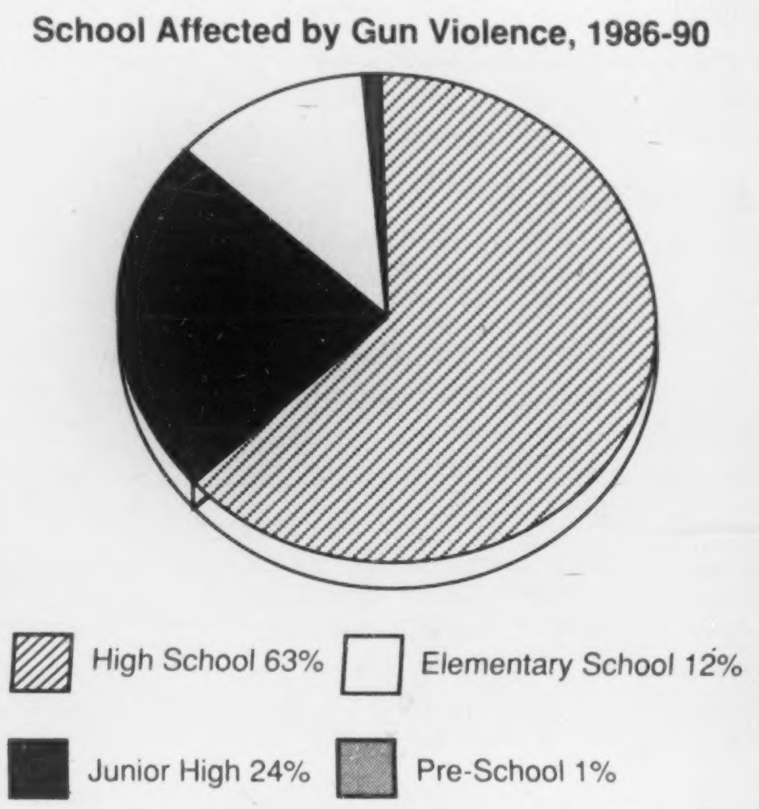
California led the states with 29 incidents that resulted in 16 deaths and 45 woundings. Florida (25 incidents) and New York (23 incidents) followed.

Sixty-five of the killings were of students; males were most often the offenders (93 percent) and the victims (76 percent), the advocacy group reported.

Schoolchildren ages 14 to 17 were most at risk of gun violence in schools, according to the report.

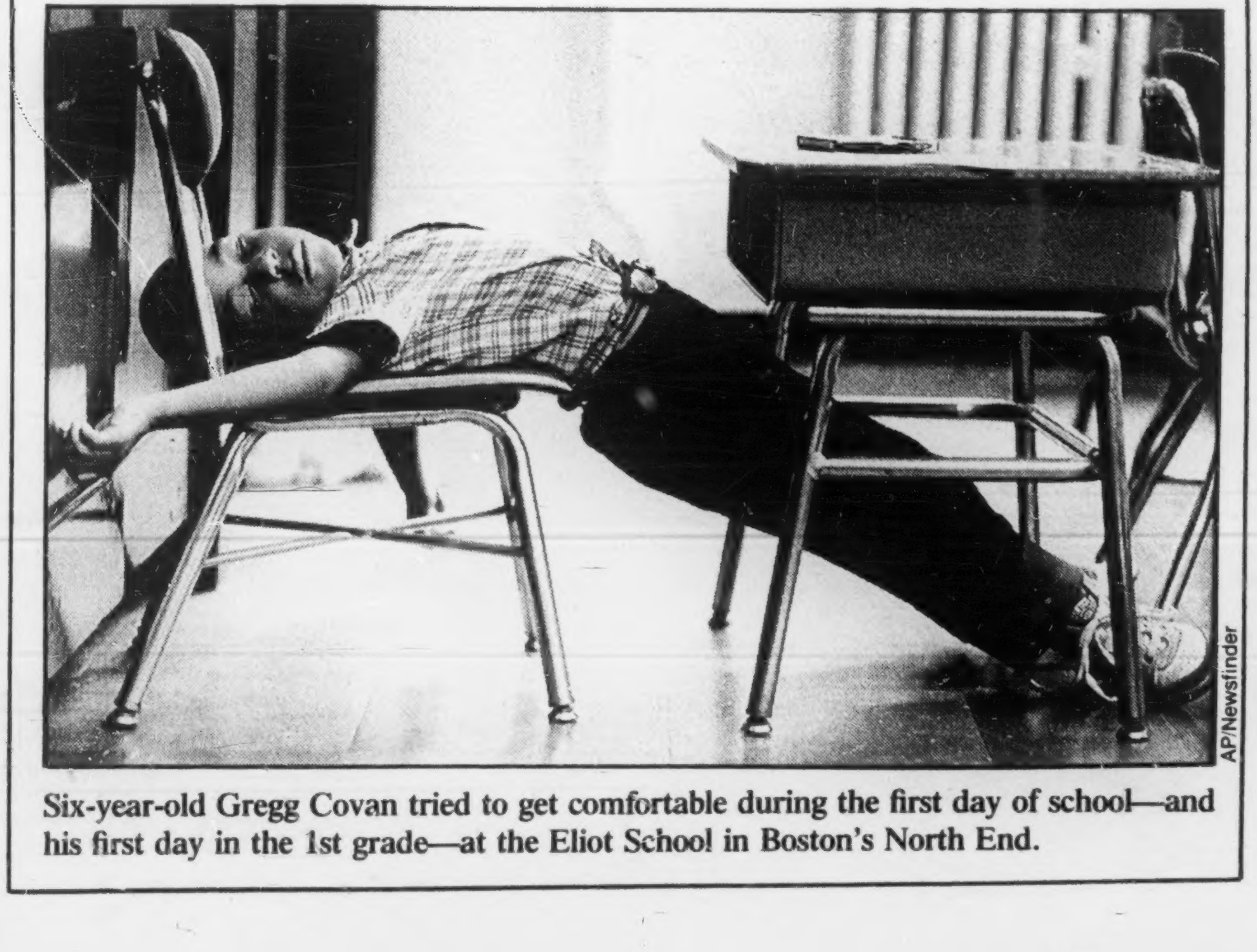
The report acknowledges that the data are only as reliable as the news accounts.

The report is available from the center, 1225 Eye St., N.W., Washington, D.C. 20005.



SOURCE: Center to Prevent Handgun Violence

Back to the Books



Six-year-old Gregg Covan tried to get comfortable during the first day of school—and his first day in the 1st grade—at the Eliot School in Boston's North End.

New Teachers Say They Are Prepared To Teach Ethnically Diverse Students

By Karen Diegmueller

A large majority of graduates entering the classroom as teachers for the first time this fall believe their professional training has prepared them to instruct students from different ethnic backgrounds, according to a survey released last week.

Eighty percent of the 1,002 beginning teachers polled for the eighth Metropolitan Life survey of teachers agreed "strongly" or "somewhat" that their training had readied them for this potentially challenging assignment.

At the same time, 58 percent of the respondents said they wished they had had more practical training as an educator before being assigned their own classroom.

In recent years, many critics have charged that teacher-education schools are failing to instruct candidates adequately in the education of students from minority groups, a rapidly growing segment of the public-school population.

Whether the neophytes surveyed sustain their generally positive attitude on this and other issues raised in the poll will be determined when Louis Harris and Associates conducts a follow-up survey at the conclusion of their first year of teaching.

The poll, "The Metropolitan Life Survey of New Teachers: Expectations and Ideals," represents the first time that the insurance company and its pollsters, who have surveyed teachers annually since 1984, have singled out new teachers for their views.

All of the respondents, who were polled by phone during July and August, graduated from college this year. They had either accepted positions to teach or expected to teach in public schools during the 1990-91 academic year.

The lion's share of the teachers surveyed—90 percent—indicated that they viewed teaching as a long-term career choice. The response is in stark contrast to findings that a significant proportion of teachers drop out of the profession during the first five years.

Optimistic About Problems

Despite their lack of experience, the teachers polled did not appear naïve in their assessment of the problems they might face in the classroom.

Three-fourths said that many children are so problem-plagued that it is difficult for them to be good students, and nearly half observed that even the best teachers would encounter difficulties in teaching more than two-thirds of their students.

Nevertheless, the respondents almost universally expressed the belief that all children can learn and that the teachers as individuals could make a difference in their students' lives.

Only 19 percent of those polled agreed with the statement that a school's only job is to teach children and that responsibility for their health and social problems lies with outside agencies.

Both the National Education Association and the American Federation of Teachers issued statements expressing their satisfaction with the level of idealism and optimism of the incoming teaching force as indicated by the findings.

But the teachers' unions also voiced cautionary notes.

Albert Shanker, president of the A.F.T., said: "I can almost guarantee that unless government and other institutions start solving the out-of-school problems of kids—and unless our schools change dramatically to support teaching and learning—five years from now this idealistic and committed group of new teachers will be leaving the profession in droves."

And Keith B. Geiger, president of the N.E.A., said he was "disturbed that one-fifth of those surveyed said they were not prepared to teach students from a variety of ethnic backgrounds."

National Test Favored

In other highlights of the survey:

- Two-thirds of the respondents agreed that teachers should be required to take a national, standardized test to demonstrate their qualifications.
- While 99 percent said teachers need to work well with parents, 70 percent said that parents all too frequently treat teachers as adversaries.
- Nearly all the teachers said they expected their principals to create a learning environment for students.
- Forty percent indicated that teachers are not respected in today's society.

Portrait of New Teachers: Their Attitudes and Expectations

	Strongly Agree	Somewhat Agree	Somewhat Disagree	Disagree Strongly	Total Agree	Total Disagree
	Percentage					
My training has prepared me to teach students from a variety of ethnic backgrounds	42	39	15	5	80	20
All teachers should take a national, standardized test to demonstrate their qualifications	31	35	19	15	66	34
I wish I had more practical training to be a teacher before I begin to have my own classroom	26	32	23	18	58	42
I expect that the principal of my school will create an environment which will help my students learn	73	24	2	-	98	2
Most teachers are dedicated to their work	30	60	9	1	90	10
Teachers are respected in today's society	7	53	31	9	60	40

SOURCE: Metropolitan Life Survey of the American Teacher, 1990.

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1990 ETS INVITATIONAL CONFERENCE

The Plaza, New York City ● Saturday, October 27, 1990

THE ASSESSMENT OF NATIONAL EDUCATIONAL GOALS

MORNING SESSION

WELCOME AND OPENING REMARKS
Gregory R. Anrig, President, Educational Testing Service

THE NEED FOR NATIONAL EDUCATIONAL GOALS
Richard W. Riley, Former Governor, South Carolina

THE PROMISES AND PERILS OF ASSESSING NATIONAL EDUCATION GOALS
The Educational Dilemmas
Joan Raymond, General Superintendent, Houston Independent School District
The Measurement Dilemmas
Andrew C. Porter, Director, Wisconsin Center for Education
Research and Professor of Education Psychology, University of Wisconsin, Madison
Discussant: Emerson J. Elliott, Acting U.S. Commissioner of Education Statistics

AFTERNOON SESSION

Concurrent Sessions:

I: **NAEP: A NATIONAL REPORT CARD FOR EDUCATION AND THE PUBLIC**
Speaker: Archie E. Lapointe, Executive Director, National Assessment of Educational Progress

Discussant: John L. Reddaway, Secretary of the University of Cambridge Local Examinations Syndicate, Great Britain

II: **THE BRITISH EXPERIENCE WITH NATIONAL EDUCATIONAL GOALS AND ASSESSMENT**
Speaker: Clare Burstall, Director, National Foundation for Educational Research in England and Wales

Discussant: Lyle V. Jones, Alumni Distinguished Professor of Psychology and Director of the Psychometric Laboratory, University of North Carolina, Chapel Hill

THE PUBLIC'S EXPECTATIONS FOR ASSESSMENT OF NATIONAL EDUCATIONAL GOALS
Gene Maeroff, Senior Fellow, The Carnegie Foundation for the Advancement of Teaching

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EDUCATION WEEK

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One Year After Takeover by State, Cautious Optimism in Jersey City

By Lynn Olson

Jersey City, N.J.—One year ago this week, the state of New Jersey assumed total control of this city's public schools, replacing its superintendent and school board with its own hand-picked management team.

The radical step—the only state takeover of a district in the nation—was viewed by many as the last hope for a system so hamstrung by incompetence, political interference, and corruption that it was incapable of improving itself.

Today, observers say, there is "reason for optimism" in Jersey City.

But it is too soon to tell whether state officials can accomplish what decades of local administrators could not: a quality education for 28,000 students, 87.5 percent of whom are black, Asian, or Hispanic.

"The worst thing for a government to do is to have to take over one of its instrumentalities," says Robert E. Boose, acting executive director of the New Jersey School Boards Association. "In taking over a school system, you're taking over a town."

"What the state risks in taking it over," he adds, "is that if it doesn't do any better, then power perceived may be better than power implemented."

Nine states—Arkansas, Georgia, Kentucky, New Jersey, New Mexico, Ohio, South Carolina, Texas, and West Virginia—have laws that authorize them to intervene in school districts that are failing for academic, political, or fiscal reasons.

In several states, officials have assumed partial control of a district's fiscal or personnel procedures or appointed a monitor to work with local officials.

But in no place, other than Jersey City, has a state actually tried to run a school system itself.

Continued on Page 20

JERSEY CITY
PUBLIC SCHOOLS
KIDS FIRST!

Pim Van Hemmen

Elena J. Scambio, Jersey City's new superintendent, says the school system was fragmented and lacking in direction when she arrived.

Finance Reform Is Struck Down By Texas Judge

Law Ruled Inadequate To Achieve Equity

By Lonnie Harp

A Texas judge last week threw the nation's second-largest state school system into a new round of fiscal and political turmoil by striking down a finance-reform measure approved by the legislature this year.

The law, which was enacted in June after a prolonged and bitter debate, falls far short of the state supreme court's mandate to reduce spending disparities between the state's rich and poor districts, District Judge Scott McCown declared in a strungly worded opinion.

While allowing state schools to operate under the provisions of Senate Bill 1 during the current school year, Judge McCown said the plan "is not the dramatic structural reform that the Supreme Court foresaw would be required."

The judge said he would impose a remedy if the legislature fails to implement a finance system acceptable to the court by next September.

The ruling evoked expressions of dismay from legislators, who said they had produced the best plan that was politically achievable, and delight from representatives of low-wealth districts, who described the decision as unexpectedly forceful.

Commissioner of Education William N. Kirby pledged to appeal the ruling to the state high court, which had set the current events in motion when it ruled last fall in *Edgewood* v. *Kirby* that the existing system of state aid was unconstitutional. *(See Education Week, Oct. 11, 1989.)*

The commissioner also called for a quick renewal of discussions over school-finance alternatives.

"Our state's leaders must display the bold

Continued on Page 17

Vermont Mandates Local Standards Boards for Teachers

By Karen Diegmueller

School districts throughout Vermont are setting up local standards boards to guide the professional development of the state's nearly 7,000 public-school teachers and make recommendations on their relicensure, a venture thought to be the first of its kind in the nation.

By next September, every public school district in the state must be operating a board whose tasks will be to help shape and to approve individualized professional-development plans for each teacher in the district.

Although several states, including Vermont itself, have created state-level professional-standards boards, experts believe the Vermont model to be unique.

Professional-standards boards are among the initiatives that educators have advocated to professionalize teaching. In concept, such boards enable teachers, like their counterparts in the medical and legal fields, to establish the criteria for licensing and ensure that practitioners meet the standards.

But the composition of some boards has drawn criticism from teachers because they have been in the minority on the professional-standards panels.

Moreover, policymakers and educators have struggled with the issue of autonomy.

"If you look around the country, that has been an issue," said Doug Walker, director of basic education for the Vermont Department of Education. "We found a compromise."

Vermont has granted teachers a majority voice on both the state and district-level boards while retaining legal authority at the state level.

In exchange for being given a large measure of control over their destinies, teachers will be held accountable for improving their skills, rather than merely meeting minimum-competency standards.

"If you're going to be an educator in Vermont, you're going to be constantly studying, honing your knowledge," said Commissioner of Education Richard P. Mills. "If you're going to be a professional, there is an obligation for continued growth."

"It is going to be a very powerful driving force in the state to upgrade the profession of teachers," said Susan Kuntz, director of graduate programs in education at St. Michael's College and chairman of the state Standards Board for Professional Educators.

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Also in the news

4 **Rejection in Rochester**
Teachers last week narrowly defeated a groundbreaking contract that would have linked pay with job performance.

5 **After 'Mergens'**
Schools across the nation vary in deciding whether to permit Bible-study and prayer groups to meet on campus.

15 **Tar-Heel Troubles**
The state chief's sweeping 20-point plan for reforming precollegiate education is drawing heavy fire.

'Jury Still Out' on Re:Learning's Grassroots Reform Experiments

By Lynn Olson

Educators and policymakers in six states and more than 60 schools are trying to turn the traditional mode of school reform on its head.

Instead of mandating changes from above, they are encouraging schools to foster innovation from below—and then tell state and district officials what's wrong with the established way of doing business.

Known as "Re:Learning," the nationwide effort is aimed at refocusing school reform where educators say it ought to be: on improving the relationship between teachers and students in individual schools.

The project evolved from the work of Theodore R. Sizer, a professor of education at Brown University who has spent nearly a decade toiling to make high schools more productive and thoughtful places for teenagers.

But, like many endeavors of such far-reaching scope, Re:Learning is proving that real change is a slow and often elusive process.

"The jury is still out," says Mr. Sizer about the long-term success of the initiative, which is now one of the largest school-reform efforts in the country.

So far, officials in the participating states have tried to make it easier for schools to experiment with bottom-up reform by lifting state and

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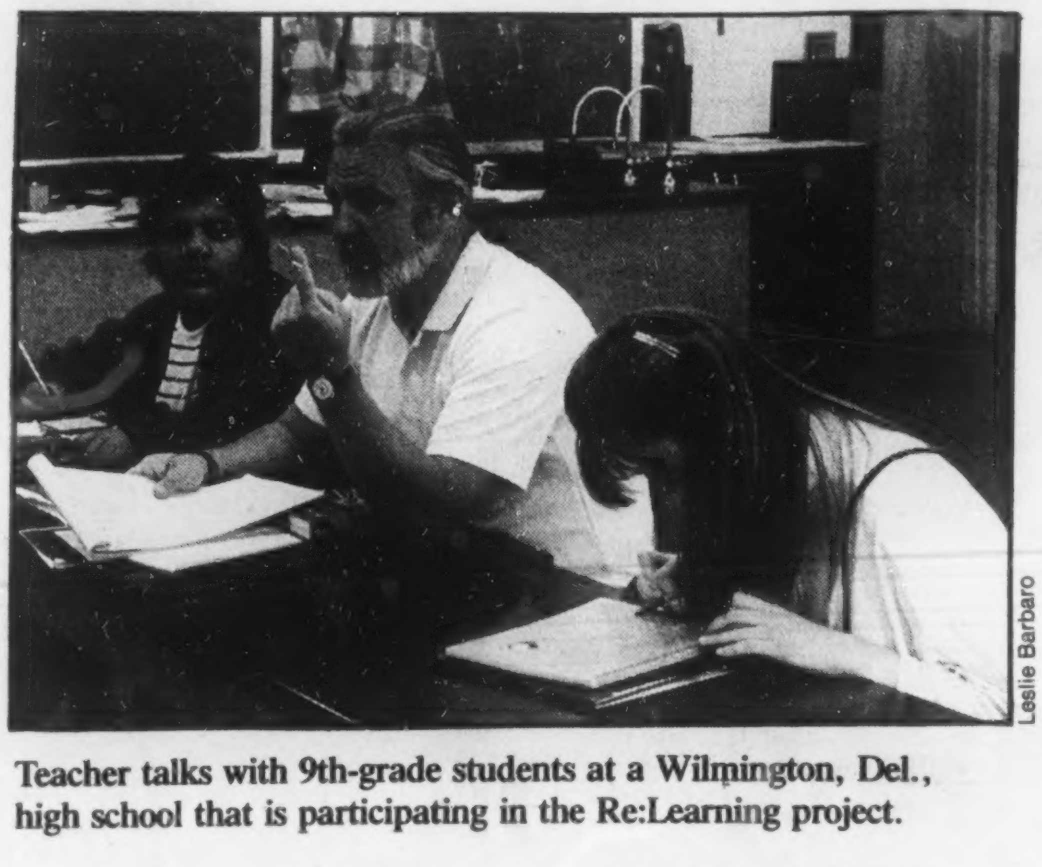

Leslie Barbaro

Teacher talks with 9th-grade students at a Wilmington, Del., high school that is participating in the Re:Learning project.

IN SUMMARY

Awaiting the Temblor
At least five Midwest communities that lie near a fault line have agreed to close schools for several days in December because of a prediction that a major earthquake will occur then. **Page 5.**

In Earth Orbit
The Governor of Kentucky and an Arkansas businessman are working the halls of the Congress and the White House to win support for separate plans to launch educational satellites. **Page 8.**

Chelsea at One Year
One year after Boston University took over the management of the public schools in Chelsea, Mass., the school system there is in a state of radical transition, a new report says. **Page 9.**

Improving Urban Schools
The Council of Urban Boards of Education last week unveiled six goals for improving urban schools to complement the broader goals set by President Bush and the nation's governors. **Page 10.**

Tar-Heel Reform
A proposal by North Carolina's schools chief for sweeping changes in precollegiate education has touched off a heated debate over the direction of school reform in the state. **Page 15.**

Failing the Test
Six years after it was created as the centerpiece of then-Gov. Richard L. Thornburgh's plan for improving the schools, Pennsylvania's student-testing program appears to be barely surviving. **Page 15.**

Hispanic Panel Created
President Bush last week signed an executive order creating a panel on the education of Hispanics and directing federal agencies to help advance their educational opportunities. **Page 22.**

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ACROSS THE NATION

NATIONAL

Public Schools Spent $4,890 Per Pupil Last Year, N.E.A. Says

The nation's public schools spent an average of $4,890 per pupil in 1989-90, an increase of $283 over the previous year, according to an annual report by the National Education Association.

New Jersey, in the midst of implementing major finance reform, surpassed New York as the state with the highest per-pupil expenditure, $8,439, an increase of $868.

Following New Jersey were New York with $8,094; Connecticut, $7,934; the District of Columbia, $7,407; and Alaska, $7,252. Lowest was Utah, with $2,733 in per-pupil spending.

Picking up the slack from state governments, local governments contributed slightly more (45 percent) in overall funding to elementary and secondary education than they did in 1988-89, while the federal government's share held even at 6.3 percent.

The annual report compiled by the teachers' union showed relatively stable enrollment from 1988 to 1989. Nevada and Florida experienced the greatest growth, climbing 5.8 percent and 4.0 percent, respectively. Enrollment in public schools in the District of Columbia decreased the most, 4.7 percent, while West Virginia lost 2.3 percent of its student enrollment.

■ **U.S. schools have earned only a mixed report card in the past 20 years when it comes to educating black students**, a recent study has concluded.

Schools are more desegregated, and more black high-school graduates are completing basic academic and college-recommended credits, according to a report released late last month by the National Black Child Development Institute in Washington.

"The Status of African American Children" examines social and demographic changes in American society since 1970, paying particular attention to how black children fare in the nation's health-care, child-care, child-welfare, and education systems. School enrollment has improved significantly in the past 20 years, the report said, and the large racial differences in the proportion of high-school dropouts between the ages of 16 and 21 have largely vanished.

But black children are suspended and repeat grades much more often than their white counterparts, the study said. More than one-quarter of all black children under age 18 had repeated a grade in 1988. At every age group, black children were almost twice as likely as white children to repeat grades.

And almost 23 percent of black children ages 12 to 17 have been suspended from school, compared with 12 percent of children generally, the report said.

■ **This year's college undergraduates are paying between 5 percent and 8 percent more for their education than last year**, according to the College Board's annual survey of colleges.

The average price for tuition and fees at four-year public colleges this year is $1,809, up 7 percent over last year, and costs at two-year public colleges average $884, a 5 percent increase, according to the survey. The average cost for out-of-state students at public four-year schools is $2,948, the survey said.

Students at private four-year and two-year schools are paying an average of $9,391 and $5,003, respectively, 8 percent more than last year, the survey said.

In addition to tuition and fees, students who live in college housing pay between $3,160 and $4,150 for room and board, up 5 percent to 7 percent over last year, and $1,770 to $2,020 for books and supplies, transportation, and personal expenses, according to the survey.

Students who live off campus are paying between $1,930 and $2,230 for books and supplies, transportation, and personal expenses, the survey said, and between $1,280 and $1,610 for housing.

STATES

Board Backs Longer School Year, Alternative-Certification Plan

The Maryland Board of Education last week voted to extend the school year from 180 days to 200 days, giving state schoolchildren the longest year in the nation.

Under the plan, which must be approved by the Governor and legislature, five days would be added each year for four years beginning in 1992-93.

The extra days were the most controversial proposal in the package of school reforms proposed last spring by Joseph L. Shilling, state school superintendent, said Beth Briscoe-Campbell, a Department of Education spokesman. The board voted 6-to-3 in favor of the measure, rejecting an alternative proposal to lengthen the school day by at least an hour. The school day is currently 6½ hours.

The extended school year will be one part of a "Schools for Success" reform initiative that will be presented to Gov. William Donald Shaefer before the end of the year. If the Governor approves the package, the legislature will vote on it early next year, Ms. Briscoe-Campbell said.

Mr. Shilling estimated the state's share of the cost would be $53.3 million for the first extended year. Local districts will also face higher costs and will have to choose where in the school calendar the days will be added.

The board also adopted an alternative-certification policy that will allow college graduates who have bachelor's degrees to teach elementary or secondary school.

Under the plan, graduates with a B average or better in their major area of study can enter the program. Candidates will be required to take 90 hours of pedagogy during their first year of teaching, and will be supervised by a mentor during that year.

■ **The South Carolina State Supreme Court has upheld a jury's award of $225,000 to a school district that sued a former asbestos manufacturer for negligence.**

Edward Westbrook, a lawyer for the Kershaw County school district, said the court's ruling last month marked the first time that a state's highest court has upheld a post-trial review of an asbestos-negligence claim. The decision will serve as a legal precedent for other lawsuits, he added.

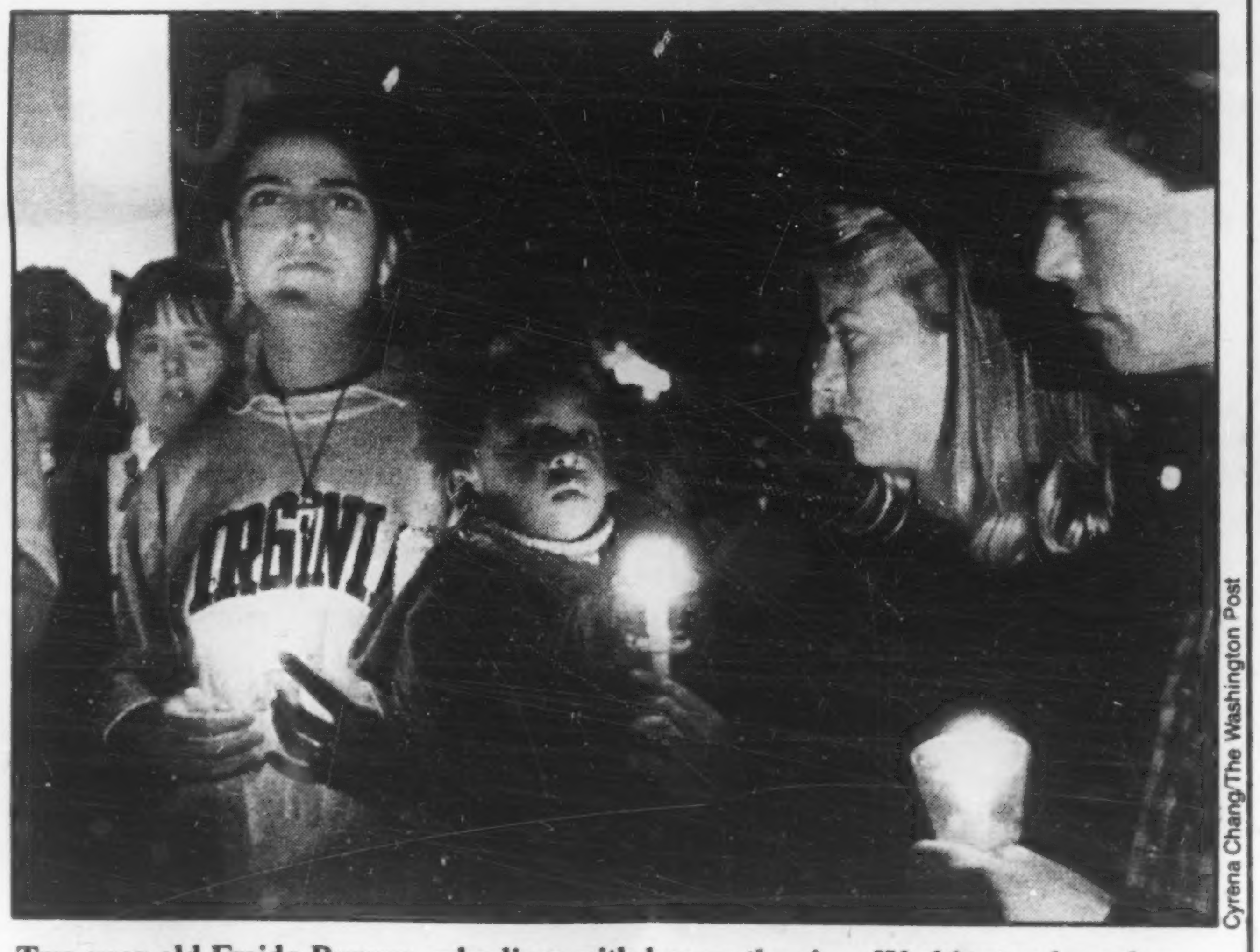
He said the court's review of the suit against U.S. Gypsum also marked the first time a state high court has upheld the submission of certain types of evidence in asbestos-negligence lawsuits. The vast majority of such cases are settled out of court, he said.

■ **A federal jury in Tampa, Fla., has convicted the former head of student loans for one of the nation's largest student-aid lenders for his role in submitting $35 million in false default claims.**

Jeffrey A. Flatten of St. Petersburg, Fla., was convicted Sept. 20 in U.S. District Court on 25 felony counts stemming from a student-loan scheme hatched by officials at Florida Federal Savings Bank. At the time, the bank was the nation's third-largest lender of Guaranteed Student Loans.

His sentencing is scheduled for November.

A Light in the Darkness



Cyrena Chang/The Washington Post

Two-year-old Freida Bynum, who lives with her mother in a Washington homeless shelter, joins with Elizabeth Hollister, left, Laura Smith, and Michael Vagnucci at a recent candlelight vigil in support of the first world summit on children. The meeting was to be held last weekend at the United Nations in New York.

DISTRICTS

State Orders Kentucky County To Revise Spec.-Ed. Programs

The state of Kentucky has ordered school officials in Boyd County to take steps to correct violations in their school system's special-education program.

The orders, part of an agreement reached last month between the state education department and local school officials, were prompted by a state investigation of the district's special-education programs.

The investigative team found that some students had been placed in special-education classes without first undergoing a complete evaluation. Of the 21 student records reviewed by the team, no student's folder contained all the documentation needed to qualify a student for special education.

At the same time, state officials said, other handicapped students who needed services were not getting them.

"Each school took care of its own special-education programs rather than making it a districtwide obligation," said Gordon Nichols, a spokesman for the state education department. "It's easy to lose a child in between the changing of schools."

State officials also instructed the district to reimburse its special-education fund for the services of a guidance counselor whose salary had been paid with federal special-education aid but who also dealt with nondisabled students.

The investigation was among the latest in a series of problems for the district. Its superintendent also faces an unrelated charge of official misconduct for allegedly lying to the state about overcrowded classrooms. And state school officials last week began a curriculum audit of the district.

■ **Chancellor Joseph A. Fernandez of the New York City schools is developing a plan to distribute condoms to students by the end of the school year as a way to reduce the incidence of AIDS and unwanted adolescent pregnancies.**

Kim Bohen, a spokesman for Mr. Fernandez, said details about how and where the condoms will be distributed have not yet been worked out. The plan will be developed within a month and will be presented to the board for its approval, she said.

In 1986, the district distributed condoms to students through school-based health clinics, but stopped after several board members opposed the program. Ms. Bohen said two of the current board's seven members were serving in 1986, and both had opposed the program at that time.

■ **The U.S. Education Department has awarded a $510,000 grant to an educational partnership formed by a liberal-arts college and a New Jersey school district that is designed to develop new strategies for teaching mathematics and science to young students.**

"Project WHY," a partnership between Ramapo College and the Englewood public schools, is designed to devise strategies, teaching methods, and curricula to improve the inquiry skills and math competency of students in pre-kindergarten through 7th grade.

As part of the program, which also is being funded by CPC International, a locally based food-service company, members of the college faculty will assist in teaching various skills, and the college will make its laboratory facilities available to students.

DIMENSIONS

How 8th Graders Use Their Time

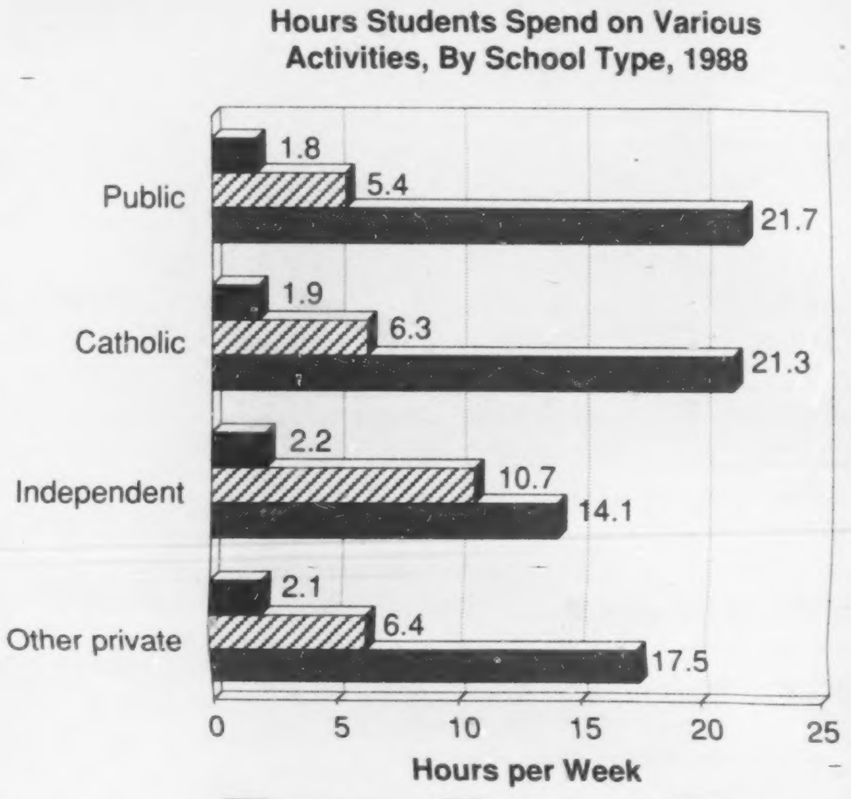
Eighth graders in private, nonreligious schools in 1988 spent substantially less time watching television and more time reading and doing homework than their peers in other schools.

According to data contained in the National Education Longitudinal Study of 1988, students in these "independent" schools reported spending an average of 14.1 hours a week viewing television, compared with 21.7 hours for public- and 21.3 hours for Catholic-school 8th graders. The figure for students in private religious schools was 17.5 hours.

Eighth graders also reported spending somewhat more time reading (2.2 hours a week), and considerably more time doing homework (10.7 hours a week), than did students in the other settings.

Over all, students reported spending 1.8 hours on outside reading, 5.6 hours on homework, and 21.4 hours on television watching a week. Girls read considerably more (2.1 hours) than boys (1.5 hours). Asian students reported above-average time on homework (6.7 hours), and black students said they watched more television than average (27.6 hours).

The NELS:88 study, conducted by the Education Department's National Center for Education Statistics, includes data gathered from nearly 25,000 students nationwide. Copies of the report, "A Profile of the American 8th Grader," are available for $9 each from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.


Hours Students Spend on Various Activities, By School Type, 1988

SOURCE: National Center for Education Statistics

UPDATE

■ **The Boston City Council and Mayor Raymond L. Flynn have approved placing a binding referendum before voters next month asking for a change in the way the city's schools are governed.** *(See Education Week, Sept. 19, 1990.)*

As of late last week, the measure was awaiting the approval of the state legislature and Gov. Michael S. Dukakis, both of which were required by Oct. 1 if the measure was to be placed on the Nov. 6 ballot.

The measure would create a nine-member committee made up of an unusual combination of five members elected from districts and four appointed by the Mayor.

In a compromise designed to appeal to Boston legislators who supported giving parents greater involvement, it also would create a system for allowing parent councils at each school to select the school principal from a list of nominees recommended by the district superintendent.

■ **School officials in Genessee County, Mich., must set up an early-intervention program for disabled children at risk of developing self-injurious behavior patterns** under the terms of an unusual court settlement reached last month.

The agreement comes in a case involving a 9-year-old child whose head-banging behavior had become life threatening. The child, Amber Van Duser, could die if a shunt draining excess fluid from her brain is dislodged by a blow to the head. *(See Education Week, Jan. 17, 1990.)*

The girl's parents had sued Genessee school officials in an effort to force them to allow her to wear a controversial electric-shock device designed to curb her head-banging behavior in school.

While school officials agreed months ago to allow the child to use the device as long as it was medically prescribed, the parents continued to press the lawsuit "to make sure that no kid ends up in Amber's situation," said the Van Dusers' lawyer, Richard Landau.

Under the terms of the agreement, approved Sept. 21 in U.S. District Court, school officials must hire a consultant to devise a behavioral-management policy for the district and recommend a plan for providing special-education services to young children at risk of developing such dangerous behaviors.

"A lot of times this starts out as head-slapping or hair-pulling—something less noticeable," Mr. Landau said. "These kids just aren't being picked up."

■ **Students at Fargo North High School in Fargo, N.D., last month walked out of showings of the "Channel One" classroom news show, prompting the school board to appoint a committee to reconsider the school's decision to show the controversial program.**

Several hundred students walked out of their homeroom classes on Sept. 17 and 18, arguing that the show was too immature for high-school students.

The students returned to their homerooms after the school principal, Ed Raymond, threatened them with suspensions. Last week, the school board agreed to reconsider the school's showing of the program.

"I'm in favor of the concept of the program, but [Channel One] is just not deep enough for for 11th and 12th graders," Mr. Raymond said.

The program, produced by Whittle Communications of Knoxville, Tenn., debuted last spring amid controversy over the 2 minutes of commercials that accompany the 10 minutes of news. Schools are loaned a satellite dish and TV monitors in exchange for making the program required viewing for students. *(See Education Week, Feb. 21, 1990.)*

The program returned to the airwaves Aug. 27 and now is being shown in about 3,500 junior- and senior-high schools nationwide, according to Gary Belis, a Whittle spokesman. Some 4,600 schools are under contract to receive the program; Whittle's goal is 8,000 schools.

■ **The Marriott Corporation has signed an agreement with Domino's Pizza under which Marriott will offer the pizzas in the school-lunch programs it operates.**

Under the agreement, a local Domino's will be allowed to deliver its pizzas to school kitchens. A spokesman for Marriott, which runs the school-meals programs of more than 200 districts, said program officials in each district will decide whether to participate in the program, and how often the pizzas will be served.

Marriott officials said the students will be able to purchase the pizzas as an à la carte food item. Such items are not offered at discount to students who are eligible to receive free- or reduced-price meals.

Nationally, a growing number of districts are turning to private companies for all or part of their school-meals program. *(See Education Week, April 11, 1990.)*

Domino's is the second pizza company to target the in-school lunch market. Earlier this year, Pizza Hut announced a marketing campaign aimed at schools.

PEOPLE

■ **George F. Garcia**, who has led the Kansas City, Mo., district through its massive desegregation order the past three years, has announced that he will resign effective July 31, 1991.

Mr. Garcia, 47, said he made his decision in June when the school board voted to delay a decision on whether to renew his contract, which expires next year.

During the past three years, the district has developed the bulk of its magnet-school program to help desegregate its schools. The district has been under a federal court order to desegregate since 1984.

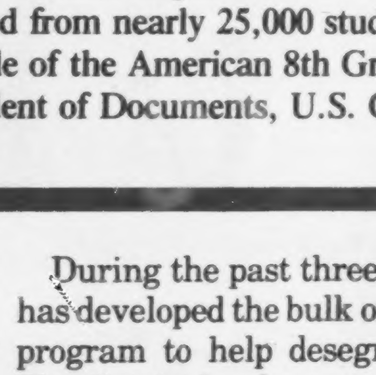
School-board members and teachers' union officials praised Mr. Garcia's performance.

The district will soon begin the search for a replacement, officials said.

MILESTONES

■ **Robert L. Thorndike**, one of the nation's leading experts on educational testing, died Sept. 21, the day before his 80th birthday, at an Olympia, Wash., hospital after a short illness.

The author of several books on testing and measurement, Mr. Thorndike was perhaps best known as the co-author of the widely used Cognitive Abilities Test, which was originally called the Lorge-Thorndike Intelligence Test. He was also senior author of the fourth edition of the Stanford-Binet I.Q. test.


Robert L. Thorndike

Mr. Thorndike, the Richard March Hoe professor emeritus of education and psychology at Columbia University Teachers College, was a member of the Teachers College faculty from 1935 until 1976, and he continued to teach there until 1980. A memorial service will be held at the college at a date to be announced.

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2 Schools Aimed For Black Males Set in Milwaukee

Critics Raise Moral And Legal Questions

By Millicent Lawton

Prompting critics to raise a host of educational, moral, and legal questions, the Milwaukee school board has voted to create two schools to cater to the academic and social needs of black male children.

Officials in Milwaukee and elsewhere say the schools, which are scheduled to open next fall, will be the first of their kind in the nation.

The African-American immersion schools—one will be an elementary school, the other a middle school—will offer a curriculum emphasizing African-American studies, officials said.

The schools, which will accept girls and youngsters from all races, will also seek to foster self-esteem and responsibility among the students by offering school-time counseling, possibly an extended school day, and discussion of such topics as male sexuality and entrepreneurship, officials explained.

In addition, they said, the schools, which district officials have compared to existing city schools that specialize in the teaching of a foreign language, will likely have a higher proportion of black teachers than does a typical Milwaukee school.

Backers of the program say such a radical step is necessary to try to stem the devastating cycle of academic underachievement that often presages the disproportionate number of black men who end up unemployed, jailed, or murdered. *(See Education Week, Sept. 26, 1990.)*

But the proposal is not without controversy, and it has prompted critics in both the black and white communities in Mil-

Continued on Page 12

Jym Wilson/The Burlington Free Press

Vermont teachers discuss the state's new mathematics and writing assessment, which is scheduled to begin on a pilot basis in about 135 schools next month.

Large 'Faculty Meeting' Ushers In Pioneering Assessment in Vermont

By Robert Rothman

BURLINGTON, VT.—Convening what the state schools chief called "the largest faculty meeting I have ever seen," Vermont officials late last month brought together a 12th of the state's teachers to brief them on their pioneering assessment program.

The mathematics and writing assessment, which is scheduled to begin on a pilot basis in about 135 schools next month, is being closely watched by educators across the country. It is the first statewide assessment to use portfolios, in addition to standardized tests, to measure student abilities.

Richard P. Mills, Vermont's commissioner of education, said the project is aimed at providing parents and policymakers with a broader gauge of student knowledge and skills than traditional tests provide.

If it is successful, he said, it could encourage teachers and students to work together to raise the level of student achievement in the state.

"This is a vast conspiracy to boost the performance of every single child in Vermont," Mr. Mills said. "What we're looking at is not high test scores, but great schools."

Many of the 500 teachers who met here appeared enthusiastic about the project. Officials noted that, although the state had chosen only 48 schools to participate in the pilot project, nearly 90 additional schools asked to join.

Several teachers expressed concern, however, that current school schedules offer too little time for them to work with students to develop portfolios.

And some said they feared that they would be evaluated on the basis of the student work.

"This is a powerful tool to help children," said Franklin J. Chrisco, a 5th- and 6th-grade teacher at Brattleboro Elementary School. "I don't want teachers to avoid its use."

But Grant Wiggins, an assessment consultant based in Rochester, N.Y., told the teachers that the assessment system could

Continued on Page 18

Justices Consider When To Declare Districts 'Unitary'

Arguments Are Heard In Oklahoma City Case

By Tom Mirga

WASHINGTON—School districts that were once racially segregated by law should remain bound by court desegregation orders until every wrong caused by the separation of races is cured, a lawyer for black schoolchildren in Oklahoma City told the U.S. Supreme Court last week.

Responding to a hypothetical question posed by Associate Justice Sandra Day O'Connor, Julius L. Chambers of the NAACP Legal Defense and Educational Fund conceded that if his argument won the day, orders in such cases could conceivably remain in force for 100 years or more if the effects of segregation persisted that long.

Desegregation orders "must remain until all of the vestiges are eliminated," Mr. Chambers said. "We have no idea how long [they have] to remain in effect."

A majority of the Justices, however, appeared not to be swayed by Mr. Chambers's position during arguments in *Board of Education of Oklahoma City* v. *Dowell* (Case No. 89-1080), a case that could resolve some of the last remaining key issues in school-desegregation law—namely, what steps a formerly segregated district must take in order to be declared "unitary," or fully integrated; and what desegregation obligations, if any, such a district has after it has attained that status.

In contrast to Mr. Chambers's argument, lawyers for the Oklahoma City school board and the Bush Administration maintained that districts should be freed from court supervision after they have made a "good faith" effort over a sustained period to com-

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Also in the news

5 **School-Based Child Care**
Tulsa, Okla., officials are laying plans for what could be the nation's largest citywide system.

8 **Serving The Public**
A District of Columbia program trains students for careers in civil service.

19 **Back to Square One**
The E.D. will reopen the competition for a new center on the dissemination of research.

Teachers' Unions Jockey To Sway Races in Pivotal Election Year

By Peter Schmidt

Sensing a once-in-a-generation opportunity to influence both state and national education policy, the two major teachers' unions and their state affiliates are mounting intensive efforts this fall to affect the outcomes of many of the nation's 36 gubernatorial elections.

The heightened role of governors in education reform and their strategic position in the upcoming battles over Congressional and state-legislative redistricting have created major stakes for the unions, say political operatives for the National Education Association and the American Federation of Teachers.

Moreover, the presence of a substantial number of open governor's chairs—13—has left a fertile field for the financial support and formidable organizational muscle of the state affiliates.

"The stakes for the A.F.T. could not be higher this election year," said Rachelle Horowitz, political director of the union.

"This opportunity, as we view it, only rolls around every 20 years," said Mickey Ibarra, political-advocacy manager for the N.E.A. office of governmental relations. "When we have 36 governorships up, that's a big piece of business."

ELECTION **90**

While the two national unions share a common commitment to the gubernatorial races, their efforts have revealed a significant difference in emphasis.

The A.F.T., through its national Governors Project, has sought to find and support candidates who agree with the union's stand both on bread-and-butter issues and on broader reform goals.

Although the N.E.A. has not ignored those concerns, it has focused its energies on a different target—the balance of power in the U.S. House of Representatives. Union affiliates in California, Texas, and Florida in particular are going all-out to put Democratic governors at the helm of the redistricting process, which will shape the composition of those huge and growing House delegations for a decade.

Both unions have continued their traditional Democratic orientation, with N.E.A. affiliates giving only five of 30 endorsements to Republican candidates, and the A.F.T. two of 22. In addition, the N.E.A. affiliate in Connecticut is backing a former Republican senator, Lowell P. Weicker Jr., who is running as an independent.

Nevertheless, some political analysts see in this year's endorsements evidence of a slight shift to the G.O.P., both because of greater Republican interest in education is-

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IN SUMMARY

Deciding Not To Decide
College Board trustees have postponed a vote on a proposal to change the Scholastic Aptitude Test, sending mixed signals to those who expected them to adopt the revisions. **Page 5.**

Drug Testing for Teachers
Unions are challenging employee drug-screening policies, spurred a federal anti-drug law, that have recently been adopted by several school systems across the country. **Page 7.**

Save the Children
World leaders who met at the United Nations for an unprecedented meeting on the condition of children have pledged to fight hunger, poverty, disease, and illiteracy. **Page 10.**

Unfavorable Impression
Two state textbook panels have recommended against the adoption of *Impressions*, a widely used reading series that has been attacked by some parents and conservative groups. **Page 13.**

Under the Gun
New Jersey educators are under heavy pressure to ensure that a massive expansion and redistribution of state aid to urban schools actually makes a difference. **Page 13.**

Choosing Against 'Choice'
Oregon's powerful state teachers' union is working hard to defeat a controversial "choice" initiative that includes the most extensive state program for private-school choice in the nation. **Page 16.**

Budget Chaos
The House last week overwhelmingly rejected the bipartisan deficit-reduction agreement, throwing the budget process into chaos and increasing the odds of a federal shutdown. **Page 21.**

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ACROSS THE NATION

NATIONAL

Children Remain Hardest Hit By Poverty, U.S. Report Finds

Children made up nearly 40 percent of the nation's poor in 1989, a new U.S. Census Bureau report shows.

Together, children under age 18 and those ages 65 or older made up half of those living in poverty in the United States last year, the report released last month said. Children accounted for 39.9 percent of the nation's poor, and the elderly made up 10.7 percent of the total, according to census data collected this year.

The poverty rate for children—19.6 percent—continued, as it has since 1975, to be higher than for any other age group, the data show. That rate is unchanged from 1988.

About 14.2 percent of all white children were in families living below the poverty level in 1989, compared with 36.2 percent of children of Hispanic origin and 43.7 percent of black children, the study says.

The census report also includes data showing that poverty rates decrease dramatically as years of school completed increases.

In 1989, the poverty rate was 20.7 percent for heads of households who had not completed high school, 8.9 percent for those who had graduated from high school but not attended college, and 3.6 percent for those with at least one year of college.

■ **American students are three times more likely to take computer, economics, and business classes than their Japanese counterparts and express more confidence in the education they are receiving,** according to a new survey.

The findings of the Junior Achievement-Gallup International Youth survey of 750 American and 790 Japanese junior- and senior-high-school students sharply depart from the conventional wisdom regarding the two educational systems.

The survey, released last month, found that 56 percent of U.S. students, but only 44 percent of Japanese students, have a "great deal" or "quite a lot" of confidence in public schools.

It also showed higher career aspirations among American children. Eighty-one percent of U.S. students polled planned to attend college either full- or part-time, compared with 68 percent of the Japanese students. About 65 percent of Americans said they foresee professional or managerial careers, compared with only 26 percent of the Japanese surveyed.

Voicing skepticism about what conclusions can be drawn from the survey results, John E. Chubb said in an interview that opinions and aspirations do not challenge the facts. American optimism may be blind, added the co-author of a Brookings Institution report earlier this year that was sharply critical of U.S. public schools.

"By most standards, Japanese students are doing better than American students," Mr. Chubb said.

The telephone survey was conducted last February and included a cross-section of students from both countries.

STATES

$2.3-Million Grant Establishes Center for School Change in Minn.

The Blandin Foundation, a Minnesota-based philanthropy that focuses on rural issues, has given $2.3 million to the Humphrey Institute at the University of Minnesota to establish a Center for School Change.

The five-year grant is intended to produce "dramatic improvement in Minnesota's public schools," Paul Olson, the foundation's president, said in announcing the grant.

"This is not a grant about educational theory," he added. "It will help educators and communities build new kinds of educational programs."

While most of the emphasis will be on rural communities, Mr. Olson said, the ideas funded by the center could be replicated in urban districts.

Joe Nathan, a senior fellow at the institute and a member of President Bush's advisory committee on education, will be the center's director.

The center's funds will go to develop models of restructured schools, provide funding to such projects, and pay for assessment studies and dissemination of the results.

The center will also sponsor a series of meetings in the state on school-reform issues.

Grants of $15,000 to $20,000 each will go to approximately 30 districts next year to develop new ideas for improving schools. Additional grants are expected in following years. The institute also plans to provide training for educators carrying out the ideas.

■ **James W. Dyke Jr., Virginia's secretary of education, has recommended that the state board of education consider adopting a year-round school schedule.**

Mr. Dyke urged the state board to study whether a school year with short vacations spaced throughout the year would help prevent Virginia students from losing academic ground over the long summer break.

The board agreed to study Mr. Dyke's recommendations, which also included overhauling high-school programs to better prepare students who do not plan to attend college.

■ **Establishing year-round classes will be easier for rapidly growing Texas school districts in light of the state education board's decision to assist districts interested in the alternative schedule.**

Adopted last month, the board's decision would alter testing calendars and allow state education officials to adapt regulations to conform to year-round schedules.

Under the plan, student vacations in districts that adopt the year-round calendar would be staggered to reduce class sizes, but students would be required to attend the same number of school days. Two more readings of the plan are required for final approval.

In addition to the classroom modifications, the Texas plan also would allow students to participate in extracurricular activities even if the events occurred during scheduled vacations, state officials said.

■ **Superintendent of Public Instruction William B. Keene of Delaware resigned last month, four months after the resignation was announced in a haze of uncertainty by Gov. Michael N. Castle.**

When Mr. Castle announced Mr. Keene's resignation last May, the superintendent refused to say whether he would be departing. Instead, Mr. Keene—who, with 10 years in office, was one of the nation's senior state chiefs—would acknowledge only that the state board had renewed his contract for one more year.

The two men had disagreed over a number of issues. Elizabeth Bingham, a spokesman for the Governor, noted last spring that Mr. Castle had "not been entirely pleased" with Mr. Keene's performance, and that the Governor would be "looking for new leadership in education."

Mr. Keene's resignation takes effect Dec. 31, at which time he will join the University of Delaware as special assistant to the dean of the College of Education.

Picture This

More than 50,000 elementary- and middle-school teachers took part in the "Great Invent America! Think Link," a satellite training conference held in 2,200 communities last week. Above, elementary-school teachers from Alexandria, Va., participate in an interactive workshop on how photography can be used in the classroom to inspire creativity. The event was sponsored by K Mart, Polaroid Corporation, LEGO Systems Inc., and the Pepsi-Cola Company.

DISTRICTS

St. Louis Officials Ponder Staff Cuts In Light of Ruling on Bond Issue

St. Louis school officials say they may be forced to consider "massive" staff cuts and layoffs as the result of a state appeals-court ruling that invalidated a $100-million bond issue they hoped to float in order to pay for the district's desegregation efforts.

The state court of appeals last month upheld a circuit-court ruling that a two-thirds majority was required to approve the bond issue. Sixty-one percent of the voters approved the bond issue.

School-board officials said that, unless they appeal successfully to the state Supreme Court, they might have to consider such alternative strategies as selling short-term bonds, taking the original measure back to the voters, or laying off large numbers of employees in order to keep the district's capital-improvements program on track.

The bond issue was to have helped pay for the district's share of $161 million in school improvements and renovations ordered by a U.S. District Court as part the district's desegregation plan.

■ **More than $155,000 was found missing last week from the accounts of a Des Moines high school in what state auditors have called one of the largest cases of misuse of public funds in state history.**

An audit of the books at Lincoln High School showed that during the period from Dec. 11, 1987, to April 4, 1990, the school was short $155,192, more than six times the $23,644 the school's own audit found missing last April, said Richard Johnson, a state auditor.

A former employee agreed to pay back the smaller amount after a meeting with school administrators last spring. Mr. Johnson said the school did not notify the state of the meeting or of the missing funds, and thus violated state law.

The state is considering possible sanctions against the school's administrators.

The funds disappeared when school receipts were altered, money was not deposited into school accounts, and money was paid out without adequate documentation, Mr. Johnson said.

■ **Nearly one-quarter of more than 1,000 inner-city students in Chicago recently surveyed said they had seen someone killed.**

A study based on the survey, which was presented at a conference on at-risk children at Meharry Medical College in Nashville last week, found that 35 percent of the middle- and high-school students surveyed said they had witnessed a stabbing, and 39 percent said they had seen a shooting.

Nearly half of the students said they themselves had been the victim of a violent act, the report said.

The report, presented by two researchers affiliated with the Community Mental Health Council of Chicago, concludes that these children rarely are given the mental-health resources they need to cope with their surroundings. Children who witness violent acts, the report said, are far more likely than their peers to engage in violent activities when they are older.

■ **A federal appeals court has sided with the Nashville school district that local schools should be considered for a learning-disabled teenager who sued to be educated at a private school at district expense.**

A three-judge panel of the U.S. Court of Appeals for the 6th Circuit held this month that the Metropolitan Nashville School District need not obey the finding of a state education department administrative law judge that Curtis Cook be educated at a private school in Carbondale, Ill., at district expense.

Mr. Cook and his parents had argued that his needs could best be met at the Illinois school.

The court also upheld a lower-court order that the multidisciplinary team reviewing the educational arrangements for Mr. Cook consider two Nashville public schools in addition to the Illinois school.

UPDATE

■ **An attempt to place a binding referendum before Boston voters asking for a change in the makeup of the Boston School Committee has been defeated by Massachusetts lawmakers**, whose approval of the measure was necessary to place it on next month's ballot. *(See Education Week, Sept. 19, 1990.)*

The Boston City Council, Mayor Raymond L. Flynn, and the Massachusetts board of education had approved the proposal, which would have replaced the current 13-member committee with a nine-member board of both elected and mayorally appointed members. It also would have given parents a greater role in selecting school principals.

The Boston Teachers Union objected to that provision, while several lawmakers said the measure had been drafted too hastily.

DIMENSIONS

Children and Grandparents

Black children in the United States are much more likely to live with their grandparents than are their white or Hispanic peers, according to a report by the U.S. Census Bureau.

About 13 percent of black children under age 18 lived in their grandparents' homes last year, compared with 3 percent of white and 5 percent of Hispanic children, the report says.

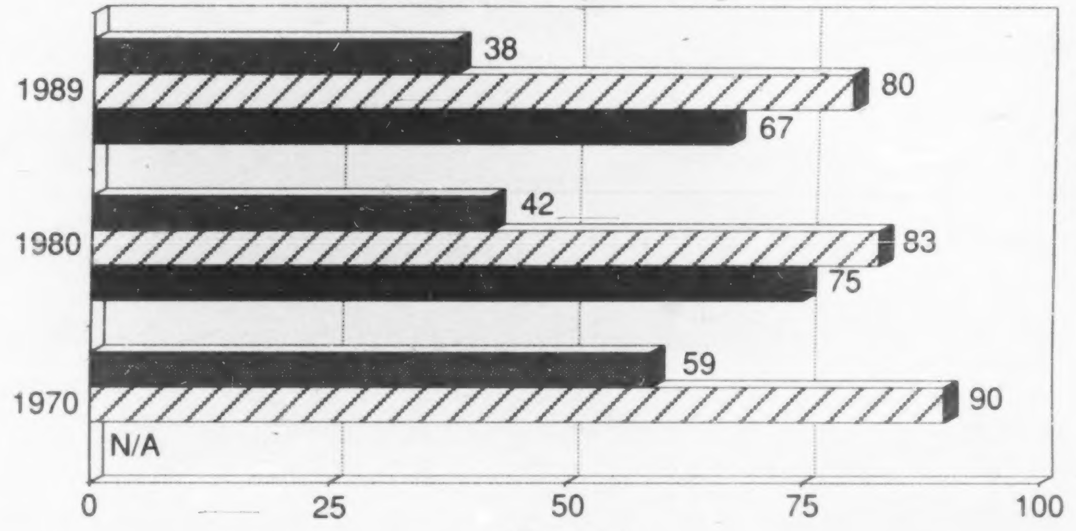
About half of these 1.2 million children had their mother present in the home, 38 percent had neither parent present, 4 percent had both parents living with them, and 3 percent had only their father present.

The findings underscore the continuing decrease in the proportion of black children who live with both parents, the report says. Last year, about 38 percent of the nation's 9.8 million black children lived with both parents, compared with 80 percent of white and 67 percent of Hispanic children. In 1970, 59 percent of black children lived with both parents.

The decline for black children was steepest in the 1970's, and tapered off in the 1980's, the report says.

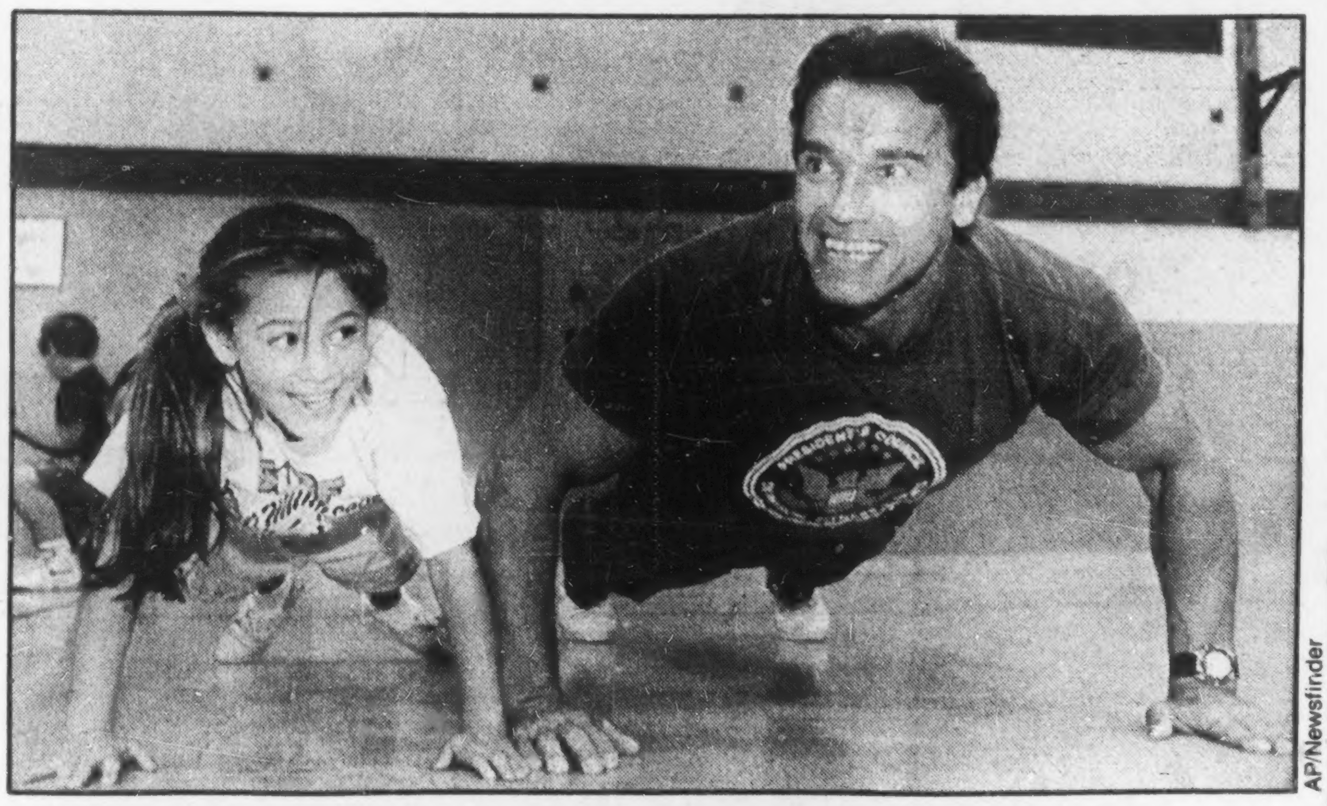
Copies of the report, "Marital Status and Living Arrangements: March 1989," series P-20, No. 445 (GPO stock no. 803-005-00044-3), are available for $5 each, prepaid, from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Percent of Children Under 18 Years Living With Both Parents, by Race and Hispanic Origin



N/A Not available
SOURCE: U.S. Bureau of the Census

Big Help



AP/Newsfinder

Arnold Schwarzenegger, movie star and chairman of the President's Council on Physical Fitness, gives pointers on pushups to a 3rd grader at Van Hise Elementary School in Madison, Wis., recently. The former Mr. Universe was on a weeklong, nine-state tour promoting better physical-fitness programs in schools.

■ **The New Jersey School Boards Association has agreed to strengthen its auditing procedures and reduce the size of its board of directors** in response to charges by a state panel that the group wasted hundreds of thousands of taxpayers' dollars on questionable expenses and investments.

In May, a state investigative panel called for the dismissal of the organization's director following a two-year probe of the alleged misuse of funds at the taxpayer-financed organization. The panel charged that Octavius T. Reid Jr. improperly used association money to finance an extravagant lifestyle and that he mismanaged the association's insurance pool. Mr. Reid, who later resigned, has denied all charges. *(See Education Week, May 16, 1990.)*

In response, the association formed a committee to make recommendations. This month, the association endorsed the committee's findings that it form an audit committee and prepare detailed monthly financial reports. In the past, the reports were issued quarterly and did not detail expenses.

The group also agreed to form an ethics committee and to reduce from 32 to an unspecified number the number of directors.

The board also filed suit in state court this month against Mr. Reid, charging that he had violated his resignation agreement with the association.

The board represents 616 school boards in the state, which pay dues to support the association's operations.

■ **Six dairies will pay Alabama more than $3 million to settle a lawsuit accusing them of fixing the price of milk sold to school districts statewide.**

The dairies admitted no wrongdoing.

The lawsuit, filed last November in U.S. District Court in Montgomery, charged a total of eight dairies with dividing the state's districts among themselves and agreeing in advance which firm would enter the lowest bid for the milk contract with a given district. *(See Education Week, Dec. 6, 1989.)*

The alleged scheme inflated milk prices by one to two cents per half-pint carton, and the settlement money will flow directly to the districts, said John Crowder, a Mobile lawyer who helped prosecute the case for the state.

The firms that have settled are Barber Pure Milk Company and Baker and Sons Dairy Inc., both of Birmingham; Borden Inc. and Meadow Gold Dairies Inc., both of Columbus, Ohio; Kinnet Dairies Inc. of Columbus, Ga.; and Dairy Fresh Corporation of Hale County, Ala.

Two other firms—Cloverleaf Dairies Inc. of Dallas County, Ala., and Flav-O-Rich Dairy Inc. of Louisville, Ky.—have yet to settle, although they are expected to do so, Mr. Crowder said.

■ **The Rochester Teachers Association, which recently rejected a three-year contract that would have tied teachers' pay to performance, will ask that the school district join the union in declaring an impasse in negotiations in order to resume talks on a new contract.** *(See Education Week, Oct. 3, 1990.)*

If an impasse is declared, the state will send a mediator to Rochester to help the two sides agree on a new contract. Adam Urbanski, president of the R.T.A., said he will press in negotiations to create a system of accountability that focuses on schools' performance as measured by student achievement.

Mr. Urbanski said he expected that the talks would center on creating a system of "shared accountability," using some of the suggestions made in a recent report by a joint union-school district task force that examined the issue.

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EDUCATION WEEK

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Native-Language Instruction Found To Aid L.E.P.'s

E.D. Study May Bolster Case for Bilingual Ed.

By Julie A. Miller

WASHINGTON—Children who are taught partly in their native language spend no more time in special classes than children taught primarily in English, are somewhat more likely to be reclassified as proficient in English, and receive more parental support, a long-awaited Education Department study on bilingual education has concluded.

The $4.4-million study, which was launched in 1983 by an Administration widely viewed as hostile to native-language instruction, apparently will bolster the position of bilingual-education advocates, observers of the field predict.

No findings have yet been officially published. But highlights of one section of the study were presented to a National Academy of Sciences panel on Oct. 12; that summary was obtained by *Education Week.*

The Education Department has asked the N.A.S. to convene an expert panel to review the methodology of the controversial "immersion study," as well as that of a second study on the same topic.

The second study, which was released last spring, focused on determining what services were being offered to limited-English-proficient students, and concluded that their placement often was not based on their educational needs. *(See Education Week, May 2, 1990.)*

The immersion study was designed to compare instructional techniques by examining about 4,000 L.E.P. students—mostly Spanish speakers—enrolled in "late exit" bilingual programs, which aim for a gradual introduction to English; "early exit" bilingual programs, which generally use more English and are intended as short-term efforts; and "immersion" programs, in

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Also in the news

5 **A Test Earns an F**
A federal judge has struck down Georgia's drug-testing policy for applicants for public-school and state jobs.

7 **Someone To Talk To**
Programs that train students to act as "peer counselors" are growing in popularity, mental-health experts say.

20 **Budget Saga, Cont.**
The Congress was poised last week to act on a bill that would raise E.D. spending by $2.7 billion over FY 1990.

Money Is the Education Issue in Gubernatorial Races

By Harrison Donnelly

As the nation's 36 gubernatorial campaigns enter their final week, the debate over education has boiled down in almost every state to just one issue—money.

With the economy hovering on the brink of a recession that could have a potentially devastating fiscal impact on state governments, few candidates are finding much political mileage this year in proposing costly new initiatives for the schools.

Indeed, in campaigns where education has become an important issue, it is frequently over how the state can to pay for current programs, rather than over starting others.

"The economy is overshadowing everything," said Chris Pipho, director of state relations for the Education Commission of the States. "The threat we see coming is that the states are going to reallocate existing resources rather than provide new ones."

The heightened fiscal concerns also are evident in the large number of proposed tax- and spending-limitations on state ballots, at least some of which appear headed for victory in next week's voting. *(See story, page 12.)*

ELECTION **90**

The low status of education as an issue this year—compared with such subjects as taxes, crime, or abortion—and the relatively modest proposals of most candidates is in marked contrast with several election cycles during the 1980's.

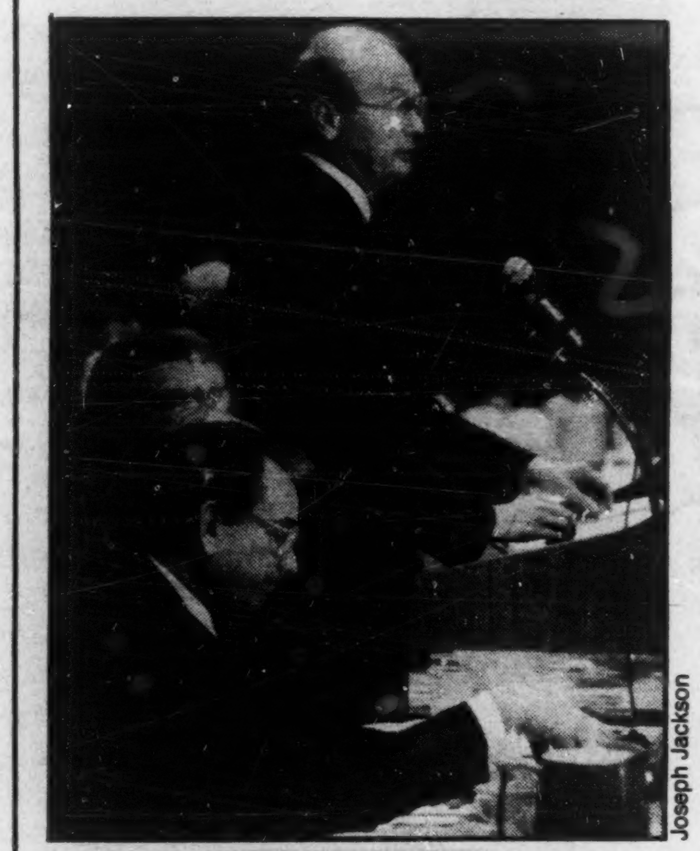
In the past decade, education often was seen by observers as the dominant issue in governors' races, and a number of candidates were able to galvanize voter support with bold proposals to raise teacher pay and improve student achievement.

Today, candidates making such promises for the schools must also contend with the delicate question of who is to pay.

Perhaps the emblematic election for education in 1990 is in Illinois, where the governorship is vacant for the first time in 14 years. To the consternation of many educators in the state, a Democrat has gained considerable ground on the Republican front-runner by promising to end an income-tax surcharge that provides more than $350 million a year for the schools.

To be sure, education reform has not entirely slipped from the electoral agenda. In Tennessee, for example, the Democratic incumbent is expected to cruise to an easy re-election while developing a

Continued on Page 16



Joseph Jackson

Speaker of the Assembly Thomas A. Loftus, at the podium, is seeking to unseat Wisconsin's Republican Governor, Tommy G. Thompson, seated.

Controversial Education Proposals Give Wis. Governor Extra Edge

By Peter Schmidt

MADISON, WIS.—Gov. Tommy G. Thompson stood in his office and described himself as "cautious" about his prospects for re-election, but the knowing grin on his face betrayed far more confidence.

Statewide polls suggest that the conservative Republican Governor is nearly as likely to win next week's election in progressive-to-liberal Wisconsin as winter is to follow on the tails of the southbound Canadian geese that fill the skies of this lakeside capital city.

Mr. Thompson's controversial education proposals have earned him national attention and the enmity of many state educators.

In this fall's campaign, though, the Governor's efforts to curb welfare payments to the families of school truants and dropouts and provide private-school vouchers for inner-city students have been almost exclusively to his political advantage.

So, too, have his clashes with the powerful Wisconsin Education Association Council, which aides say have only added to his popular image as a leader willing to "take on the education establishment."

Mr. Thompson's Democratic foe, Speaker of the Assembly Thomas A. Loftus, is a veteran legislator with a comprehensive program for attacking the state's other burning education issue, soaring property taxes for the schools. But even his backers concede that the odds are long.

Continued on Page 18

Project Provides Boston Youths a '13th Year' at Boarding Schools

By Mark Walsh

NORTH BRIDGTON, ME.—For Mauricio Vasquez, it is a long way from Boston's tough Dorchester neighborhood to the tranquility of rural Maine.

But for the 18-year-old graduate of South Boston High School, there are high hopes that a one-year detour at the private Bridgton Academy here will pave the way to a successful college career.

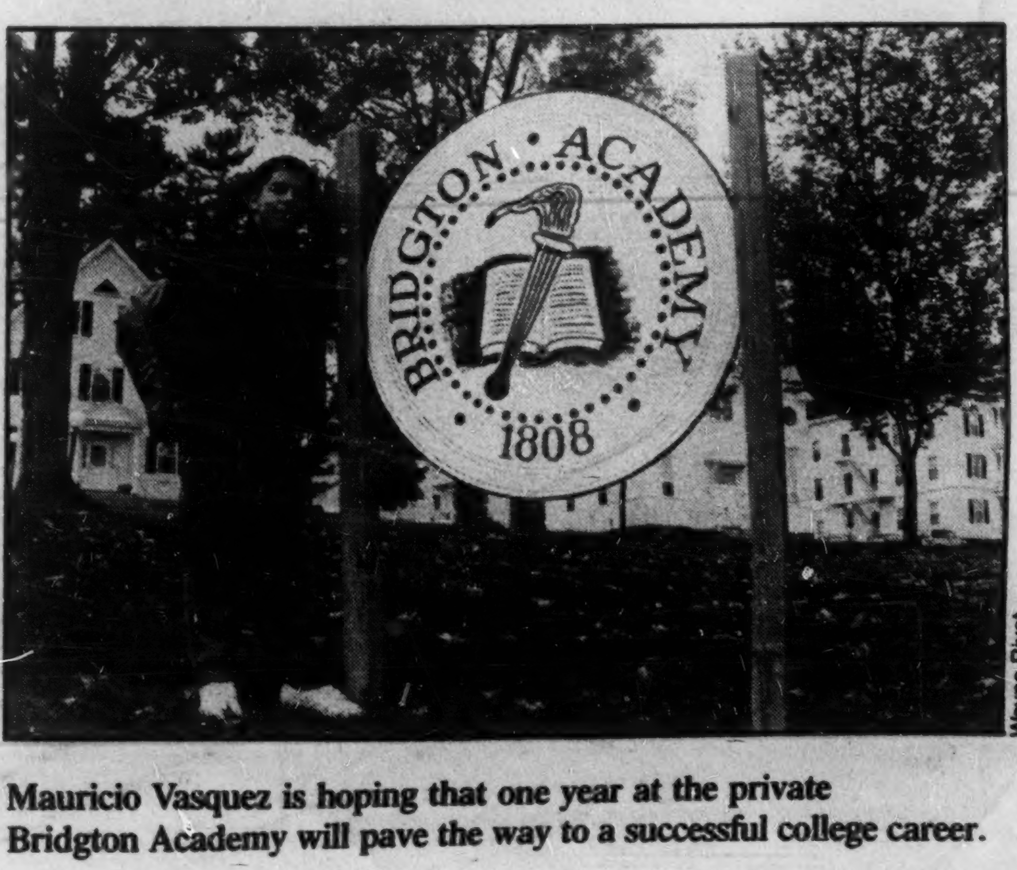
Mr. Vasquez says he is not suited to the quiet lifestyle in this tiny hamlet an hour's drive from the nearest city, Portland, and more than three hours from Boston.

"Come May 18, I won't think much about coming back to Maine," he says. But he admits that the atmosphere is conducive to studying, and says he has already urged a friend in Boston to apply for the same program he will complete on that day next spring.

That program is the Bostonian Project, an unusual partnership between the Boston school district and a number of independent boarding schools throughout New England.

Mauricio Vasquez and 15 other recent graduates of the city's pub-

Continued on Page 10



Wayne Rivet

Mauricio Vasquez is hoping that one year at the private Bridgton Academy will pave the way to a successful college career.

IN SUMMARY

No Sweet Deal
A Roman Catholic elementary school in one of the poorest sections of Philadelphia is struggling to stay afloat this year after a divisive battle over students' candy sales last year. **Page 5.**

Paying Parents
Foiled in their repeated attempts to draw parents to school, the principal and staff at a Milwaukee elementary school are trying a new enticement: paying parents to attend school workshops. **Page 5.**

Changing Careers
To help meet the national shortage of math and science teachers, two Massachusetts-based technology firms are operating programs that enable their employees to changes careers. **Page 8.**

Southern Strategy
Declaring the South "the nation's least educated region," 13 Southern states and Puerto Rico last week announced plans for a partnership to upgrade the basic skills of adults in the region. **Page 12.**

Tax Revolt Redux
Initiatives to limit taxes or government spending are on the ballot in 10 states next month, a sign of growing voter dissatisfaction with policymakers, experts say. **Page 12.**

Senate Races Eyed
Education groups are watching the electoral prospects of Senators Pell, Harkin, and Simon, all of whom play leading roles in setting Capitol Hill's education agenda. **Page 21.**

Mother and Child
Participants in the federal nutrition program for low-income women and children had lower medical costs for mother and child and better birthweights, a new study says. **Page 22.**

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ACROSS THE NATION

STATES

Mass. Welfare Program Leads to Jobs, Better Wages, Report Says

Participants in Massachusetts' Employment and Training program spend less time on welfare, are more often employed, and earn better wages than their peers not in the program, according to a new study.

The program, launched in 1983, provides basic education, job training, child care, and other services to help participants become self-sufficient. The evaluation of the program released by the Washington-based Urban Institute focused on the program's operations in 1987.

The authors found that in 1986 and the first six months of 1987, program participants received Aid to Families with Dependent Children for an average of 10 months, four months shorter on average than members of a control group.

They also found that the average monthly A.F.D.C. grant for participants was about 8 percent, or $26, lower in the last six months of 1987.

In addition, the study showed that 6 to 30 months after joining the program, 44 percent of participants were employed, compared with 36 percent of those not in the program.

Participants also had average earnings that were 32 percent higher over the first six months of 1988 than were those of members of the control group.

The researchers found, however, that the program had no "statistically significant effect on the rate at which former recipients return to welfare," a finding they said might have been different had the follow-up period been longer.

The study noted that remedial-education activities appeared to extend participants' welfare stays in the short run. However, the study data indicate that those who found jobs after participating in such activities tended to remain employed longer than nonparticipants.

The study's relatively positive rating of the program runs counter to a study published last spring by the Boston-based Pioneer Institute for Public-Policy Research, which concluded that many participants in the program during the 1980's would have found jobs even without the program's assistance.

■ **Georgia's standardized tests for public-school students should be shortened and broadened beyond basic skills into more advanced and varied subjects,** an 18-month study has concluded.

The changes called for would give a broader, truer picture of school performance while allowing students to spend fewer hours each year taking standardized tests, say members of the task force that conducted the study.

The task-force plan calls for ending the requirement that students pass a skills test to enter 4th grade. Shorter national reading and mathematics tests would replace lengthy norm-referenced tests, and new state tests would cover a host of subjects, including science, social studies, math, and health.

The proposals are scheduled to go before the state board of education next month for approval. Because existing examinations were legislated, a change would require new laws, which could slow implementation, said Stan Bernknopf, director of the division of assessment at the state education department.

If approved, new testing procedures would begin next school year, Mr. Bernknopf said.

DISTRICTS

Pennsylvania District's 1986 Strike Unconstitutional, State Court Rules

A state judge has ruled that teacher strikes are illegal in Pennsylvania, arguably the leading teacher-strike state in the nation, because they deny students their constitutional right to a "thorough and efficient" education.

The ruling, handed down this month, stems from a six-week strike by the North Penn Education Association in 1986. The judge ruled that even though the school district held classes on holidays and extended the calendar into the summer in an attempt to make up work, the strike days deprived students of a quality education, said Frank L. Caiola, a lawyer for the plaintiffs.

Four sets of parents had filed suit in Montgomery County, seeking to overturn the 1970 law that grants striking privileges to public employees on the grounds that it conflicted with the "thorough and efficient" constitutional mandate.

Another suit challenging the right-to-strike law was argued before the state supreme court last month. "It will [likely] make the issue in North Penn moot," said George Badner, assistant director of communications for the Pennsylvania State Education Association.

■ **A handicapped California youth who could not attend his high-school prom because it was held in a shopping mall with no access for the disabled has been awarded $25,000** in a settlement approved this month by a federal court.

Scott Brammeier, who has cerebral palsy and uses a wheelchair, had sought $3 million in damages in his lawsuit against the Mount Diablo Unified School District, the state department of education, and the Crocker Galleria, the downtown San Francisco mall where the prom was held in 1988.

As part of the settlement, state education officials are also required to advise public schools across the state of their obligation to uphold state and federal laws guaranteeing access for the disabled for school events taking place both on and off their campuses.

■ **A federal appeals court has found that a school district in rural Virginia discriminated against black applicants as a result of hiring practices based on nepotism and favoritism.**

In a decision handed down this month, the U.S. Court of Appeals for the Fourth Circuit upheld a lower-court finding that the Washington County school district had not intentionally discriminated against a black job applicant. Citing obstacles to black employment, the panel, however, ordered the district to institute a selection process that includes widely advertising jobs and prohibits giving preference to employees' relatives.

Patricia Thomas, a Washington County native who graduated cum laude from Emory and Henry College, sued her former school district on the grounds that she was denied teaching posts because she was black. Ms. Thomas had been bypassed for social-studies positions in part, the district argued, because she had failed to check a box on her application indicating she was certified. The information was, however, in her cover letter and résumé.

The district, which has hired one black teacher since it was desegregated in 1963, hired 46 employees' relatives during the past three years, according to Bernard Via, the plaintiff's lawyer.

■ **Boys and Girls High School in Brooklyn last week became the first public high school in New York City to have a dress code as its 12th-grade boys began wearing dress shirts and ties to class.**

Senior boys will wear such garb each Friday to set an example, and by February all male students will wear light-colored shirts and ties under the new code devised by the school's principal, Frank Mickens.

Because it is a public school, the code must be voluntary, but Mr. Mickens said he was confident all students would comply because of already-overwhelming parental and peer support.

A dress code for girls is under consideration, Mr. Mickens said. The principal has in the past banned excessive jewelry and expensive shearling and leather coats

Cartoon Couture

Having insinuated themselves onto every article of children's clothing imaginable, the Teenage Mutant Ninja Turtles and Bart Simpson have done the seemingly unimaginable: They're showing up on "designer yarmulkes."

And they're not alone: "Sesame Street" favorites Bert and Ernie have come along for the ride.

Is nothing sacred?

Traditionally observant Jewish men and boys generally wear the skullcaps at all times, and they are required at many Jewish day schools.

The designer versions, which cost about $20, first appeared on the heads of boys 10 and under three years ago, says Sandy S. Gruenberg, director of the learning center at Solomon Schechter School, a Jewish day school in White Plains, N.Y.

"They are more popular now than when they first came out," says Ms. Gruenberg. "About half of my students wear them."

The yarmulkes are made of leather and painted with the fad of the moment by artists who, because they are violating federal copyright laws protecting the characters, take care not to sign their work.

Favorite styles in Ms. Gruenberg's class include the teenage terrapins and the logos of the New York professional sports teams. Whatever is au courant shows up.

"I've seen Bart Simpson caps just as I have seen Batman ones before," she says.

Some observers say the cartoon caps of today are a fad similar to the colorful knitted and crocheted yarmulkes many boys sported in the early 1970's. —V.L.J.

among the school's 3,800 students.

Donations of shirts and ties for students who cannot afford them have been pouring in from companies and individuals, many of whom have no connection to the school, Mr. Mickens said.

While he does not expect the code necessarily to improve the academic performance of the largely disadvantaged minority youngsters, Mr. Mickens said, he does believe it will foster self-esteem.

■ **The parents of two students in the Lubbock, Tex., schools have obtained a temporary restraining order forbidding the district to enforce its dress code because they say it discriminates against their sons.**

Michael Buckberry, an 11-year-old 5th grader who wears his hair in a "rat tail" style, and Yacatico Kelley, a 15-year-old Native American whose hair hangs below his shoulders, had been kept from regular classes for several weeks because their hair styles violated a newly revised dress code, said their lawyer, J. Edwin Price.

The boys returned to school Oct. 18 after a state judge issued the restraining order preventing the district from enforcing the code, Mr. Price said.

The boys' parents have filed suit in the same court against the district, claiming that the dress code violates the 1972 Equal Rights Amendment to the Texas constitution by inflicting sex-based discrimination on boys.

The judge in the case is scheduled to decide at a Nov. 8 hearing whether to make the injunction permanent, according to Mr. Price.

■ **Six varsity football players are among 10 high-school students in Charlotte, Mich., charged in a string of break-ins that netted $10,000 in property and cash,** according to local police.

The suspects range from sophomores to seniors at Charlotte High School, said Lieut. Kent Ruesch of the Eaton County sheriff's department. A former student at the school has also been charged.

Two of the players charged have already been suspended from the team, which is enjoying its best season in 30 years, and the remaining four are awaiting school action, Lieutenant Ruesch said.

The 11 youths have each been charged with between one and five counts of breaking and entering, a felony punishable by up to 15 years in prison, Lieutenant Ruesch said. They are accused of taking stereos, videocassette recorders, guns, cash, and jewelry in eight home and business break-ins over the last 10 months in the county of 90,000 near Lansing, according to the officer.

One of the current Charlotte students was the ringleader, who was able to recruit the rest because "they didn't want to look like wimps," the officer said.

DIMENSIONS

State Public-School Enrollments

California had the largest public-school enrollment of all the states in the fall of 1989, with more than 4.7 million students, according to data compiled by the National Education Association.

Texas, New York, Illinois, and Florida round out the list of the five states with the largest enrollments last fall, according to the data.

California experienced a 3.3 percent increase in the number of students over the previous year, maintaining its number-one ranking.

Two states—Nevada and Florida—had greater increases during the period. Nevada, ranked 40th in size with 186,800 students, experienced a 5.8 percent increase, and Florida, ranked 5th overall, recorded a 4 percent increase.

Other states with increases of at least 2 percent were Alaska (3.4 percent), Arizona (2.9 percent), Washington (2.4 percent), and Oregon (2.3 percent). The national average was 0.8 percent, the report said.

The state with the smallest enrollment was Vermont, with 94,779, a 1.5 percent increase over fall 1988. The District of Columbia, which enrolled 81,301 students in its public schools, experienced a loss of 4.7 percent, the largest recorded, according to the report. Other states with losses of at least 1 percent were West Virginia (2.3 percent), Kentucky (1.1 percent), and Louisiana (1 percent).

Copies of the report, "Rankings of the States, 1990," are available from the N.E.A. Professional Library, P.O. Box 509, West Haven, Conn. 06516.

Public - School Enrollment, Fall 1989.

1.	California	4,771,978
2.	Texas	3,316,785
3.	New York	2,565,841
4.	Illinois	1,797,355
5.	Florida	1,789,944
6.	Ohio	1,764,500
7.	Pennsylvania	1,655,271
8.	Michigan	1,566,030
9.	Georgia	1,126,535
10.	North Carolina	1,078,153
11.	New Jersey	1,076,005
12.	Virginia	985,031
13.	Indiana	955,611
14.	Tennessee	828,688
15.	Massachusetts	825,579
16.	Washington	810,232
17.	Missouri	807,934
18.	Wisconsin	782,905
19.	Louisiana	775,300
20.	Minnesota	739,553

Source: NEA Research, *Estimates* data bank.

UPDATE

■ **A federal judge has rejected a request by the Cleveland Board of Education to declare the district "unitary," or desegregated, and end court jurisdiction over it.**

In an Oct. 18 order, U.S. District Judge Frank J. Battisti said the school district's request "contributes nothing at this time and, by its terms, is contradictory, redundant, and premature."

The proceedings stem from a 1973 case involving the racial balance of the city's schools. In 1976, Judge Battisti ordered remedial efforts to achieve desegregation.

Last July, the judge told the Cleveland office on school monitoring and community relations, the agency reviewing the case, to report by Feb. 1, 1991, on the district's progress.

The board, in its Sept. 14 motion, asked the court "to recognize the tremendous strides made by all parties, and indeed this community, in desegregating the Cleveland school system." *(See Education Week, Sept. 26, 1990.)*

"The time is now for the school district to be declared unitary and for this court to relinquish its continuing jurisdiction and supervision," the board claimed.

But the judge stated that in light of his July order, "the timing and substance of the present motion are puzzling."

■ **Officials at the University of California at Los Angeles have abandoned a controversial proposal to turn the university's renowned laboratory school over to a local school district.**

Rather than move the school to the Santa Monica-Malibu Unified School District, school officials have decided to keep the facility on the university campus, where plans are under way to expand the school and redefine its research mission.

Harry Handler, a former superintendent of the Los Angeles Unified School District, has been named interim director of the school, formally known as the Corinne A. Seeds University Laboratory School.

The proposal to link the lab school to a public school system had been vigorously protested by the parents of children enrolled there. *(See Education Week, Jan. 17, 1990.)* They argued that the move would rob the 107-year-old institution of much of its "uniqueness and sensitivity."

But JoAnn Carlson, a spokesman for U.C.L.A.'s graduate school of education, which oversees the school, said the plan was abandoned because university officials learned that they would be unable to obtain waivers to operate the school free from some state regulations.

"We decided the best thing to do was to keep it on campus and keep control over it," she said.

■ **A mathematics teacher in Dallas who was at the center of a grading controversy at Carter High School was unfairly disciplined by the district,** a Texas Education Agency official has ruled.

In fall 1988, the Carter football team's eligibility was challenged under the state's "no-pass, no-play" law because of the grades a star player received in Wilfred Bates's algebra II class. *(See Education Week, Nov. 30, 1988.)* The team later won a state title.

The district placed Mr. Bates on probation, froze his salary, and gave him an unsatisfactory job evaluation for the 1988-89 school year for his role in the controversy.

In her ruling, Victoria Bergin, the state's deputy commissioner for curriculum and professional development, ordered the district to remove the probation from Mr. Bates's record and to re-evaluate his performance.

MILESTONES

■ **Paul W. Bell**, superintendent of the Dade County, Fla., public schools, died Oct. 16 at a Miami hospital of a heart arrhythmia. He was 57.

The 31-year veteran of the nation's fourth-largest district succeeded Joseph A. Fernandez when he became New York City's school chancellor at the end of 1989. "Paul Bell devoted his life to education and to children," Mr. Fernandez said in a statement. "I know Paul will be missed by the Dade County schools, the city of Miami, and the entire education community."

Mr. Bell, who had a history of heart problems, including two bypass operations, had a cardiac seizure on the way to his doctor's office the day before he died.

A tribute to Mr. Bell was held at Miami Senior High School the day after his death. Tee S. Greer Jr., the deputy superintendent who assumed Mr. Bell's duties, ordered all American flags at district schools to fly at half-staff for the remainder of the week.

PEOPLE

■ **Thomas K. Gilhool**, the former Pennsylvania secretary of education turned public-school teacher, has left teaching to resume his law practice.

Mr. Gilhool's appointment to a teaching position at an inner-city Philadelphia school last November was steeped in controversy. He held no teaching credentials at the time and was given the test separately from other candidates. The district's superintendent of schools, Constance E. Clayton, said he received no special treatment.

In an interview with the *Philadelphia Inquirer*, Mr. Gilhool said his $25,000 salary was too low and that he was frustrated with bureaucratic rules facing teachers and with the drug and other problems of his students.

■ **Bill Cosby** has ordered the removal of a mural from the opening credits of "The Cosby Show" because of a dispute with a children's group over creative credit.

The mural, which was shown for five episodes of the current season, was inspired by a work created by the Creative Arts Workshop for Homeless Children, a Harlem-based organization.

Producers for the situation comedy said in a statement that they created a new mural because the Creative Arts Workshop was "unprepared to obtain necessary legal clearance" for use of their work, entitled "Street of Dreams."

"We had originally asked only for credit," said Vivian Polak, a lawyer for the workshop. "All the kids were ready to sign releases."

Ms. Polak said the producers then wanted commercial and distribution rights to the mural. "If they want to use it worldwide, we want a contribution to the children's education," she said.

After three weeks of unsuccessful negotiations between the workshop and the Cosby program's producers, the mural was pulled from the program.

"I am deeply disappointed," Mr. Cosby said in a statement. "This would have been something that for another 10 years they [the children] could have pointed to with pride in that this was something they inspired."

■ **Peter K. Mitchell Jr.** has been named executive director of the International Reading Association.

Since 1982 he has been an official with the International Federation of Free Teachers' Unions, based in Amsterdam. He also was on the staff of the American Federation of Teachers and taught secondary school.

Mr. Mitchell's three-year term begins Jan. 1.

Correction

An item in the "Teachers" column in the Oct. 10 issue incorrectly reported that during a recent strike in Yakima, Wash., the school district aired videotapes of teachers giving lectures on a local-access cable-television channel. Actually, the tapes were of administrators.